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# MEXICAN FARM LABOR PROGRAM

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HEARINGS  
BEFORE THE  
SUBCOMMITTEE ON  
EQUIPMENT, SUPPLIES, AND MANPOWER  
OF THE  
COMMITTEE ON AGRICULTURE  
HOUSE OF REPRESENTATIVES  
EIGHTY-FOURTH CONGRESS  
FIRST SESSION  
ON  
**H. R. 3822**

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MARCH 16, 17, 21, AND 22, 1955

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Serial H



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# MEXICAN FARM LABOR PROGRAM

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WEDNESDAY, MARCH 16, 1955

HOUSE OF REPRESENTATIVES,  
SPECIAL ACTION SUBCOMMITTEE ON  
EQUIPMENT, SUPPLIES, AND MANPOWER,  
COMMITTEE ON AGRICULTURE,  
Washington, D. C.

The Special Action Subcommittee met, pursuant to notice, at 10 a. m., in room 1310, New House Office Building, Hon. E. C. Gathings (chairman of the subcommittee) presiding.

Present: Representatives E. C. Gathings, Abbitt, Thompson (Texas), Hoeven, and Simpson.

Also present: Representatives Hope, Hill, Hagen, Abernethy, Dague, Johnson, Wilson, Fisher, and Fernós-Isern.

Mr. GATHINGS. The committee will come to order.

This meeting was called for hearings on H. R. 3822 to amend title 5 of the Agricultural Act of 1949, as amended, by striking out the termination date.

(H. R. 3822 follows:)

[H. R. 3822, 84th Cong., 1st sess.]

A BILL To amend title V of the Agricultural Act of 1949, as amended, by striking out the termination date

*Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That title V of the Agricultural Act of 1949, as amended, is amended by striking out all of section 509.*

Mr. GATHINGS. Our first witness this morning is Hon. Rocco Siciliano, Assistant Secretary of Labor.

Before Mr. Secretary Siciliano testifies I would like to call to your attention that a number of witnesses have indicated their desire to testify on this legislation. We have about 5 listed for today, and 9 for tomorrow, and about 5 Members of Congress for Monday, March 21. If anyone wishes to testify on this legislation and has not submitted his name to the clerk, I trust that he will do so, so that his name will be put on this list and can be called at the proper time.

Mr. Siciliano, we will be delighted to hear from you at this time.

## STATEMENT OF ROCCO C. SICILIANO, ASSISTANT SECRETARY OF LABOR

Mr. SICILIANO. Mr. Chairman and members of the subcommittee, I welcome this opportunity to present the views of Secretary Mitchell on H. R. 3822, which would extend the Mexican farm-labor program authorized by Public Law 78 of the 82d Congress.

The statute as originally enacted provided that the program would terminate on December 31, 1953. However, as the problem of securing sufficient domestic farm labor to meet the needs of United States agriculture continued to be pressing, subsequent legislation extended the program's cutoff date to December 31, 1955.

We favor the further extension of the program. As President Eisenhower pointed out in his budget message, the conditions which gave rise to the enactment of Public Law 78 and its extension are to a large extent still with us. During calendar year 1954, the demand for agricultural labor remained strong even in the face of curtailed acreage of some crops which are heavy users of labor. Improved cultivating methods, liberal use of fertilizers, insecticides, and improved seed raised the per acre production with proportionate demands for harvest labor.

There is no indication that our agriculture will be able for quite some time to accomplish the vital task of harvesting its large seasonal crops by relying solely on domestic farm labor. The overall size of that labor force has been steadily diminishing over a number of years, and there is no indication that this trend will be reversed in the near future. Factors in this decline have been more attractive nonagricultural employment and military manpower requirements. From an average of 11 million from 1946 to 1949, employment on farms has decreased to an average of 9.8 million in 1952 and 8.5 million in 1953 and 1954.

Attrition in the domestic farm labor force has been further aggravated in certain areas by competition from hundreds of thousands of Mexican wetbacks illegally crossing the border to seek better employment opportunities in the United States. The accessibility of this vast labor supply has had a depressing effect on wages and other employment conditions along the border and has served to accelerate the decrease in the domestic farm labor force in that area. Effective measures to prevent illegal entry help to solve the problem. But we also need a regulated program for further recruiting Mexican workers to supply the labor needs of our farmers, within a framework of safeguards to the domestic agricultural worker. Public Law 78 was enacted of course as you gentlemen know for that purpose.

In accordance with the mandate in the law, the Department of Labor makes every effort possible to fill our farm labor needs from all available domestic sources. During 1954, placements of farmworkers by local offices of the State employment services fell slightly below 9 million but they were still substantially above the 5-year average. During the past year the annual worker plan, under which migrant workers are prescheduled for the season, was introduced on a national scale.

This is a very interesting development, we think, in the labor program.

For the past 5 years such a plan has been in development and operation in States along the eastern seaboard.

This plan is a simple planning in advance of employment for migrant workers moving up and down the Atlantic seaboard, beginning in Florida and moving up as far as New York and back again.

We believe that the planning and prescheduling of the migrant workers to jobs they will work at during the season will, in effect, add

greatly to the labor force by reducing lost time between jobs to a minimum.

The day-haul program under which workers in cities and towns are taken daily to farms contributes approximately 250,000 additional seasonal workers to the work force. Recruitment of Indian workers from reservations rose substantially last year, placements increasing from about 32,000 to 42,000 during 1954. While the number of Puerto Ricans coming in under contract last year dropped from the previous year, the total number employed in agriculture was not reduced. A large number of Puerto Ricans is now resident migrant workers on the east coast, and many others come here seasonally from Puerto Rico by making their own arrangements with individual employers.

Despite these and other efforts to secure domestic workers, the largest number of Mexican workers ever contracted were brought into this country last year. During 1953, we imported 201,380 workers, and during the last calendar year 309,033. This increase of over 33 percent was due not only to the continued demand for supplementary farmworkers but also to the replacement of illegal workers by contract workers.

Last year in June, an operation that has been referred to as Operation Wetback, under which the Immigration and Naturalization Service commenced intensive drives in border States to hold back and round up the wetbacks or illegal entrants. In one area this drive increased employment of domestic workers from 19,000 to over 32,000 but it was also necessary to supply legal Mexican workers to replace the illegals. This same area, the lower Rio Grande Valley, which had contracted only 3,000 Mexican nationals during 1953, contracted 50,000 workers in a single 30-day period in 1954.

If I might give that another way. In 1 month we contracted 50,000 in this area, and in that same area the total number contracted was 70,000, as contrasted with the previous year in which about 3,000 were contracted.

This gives some idea of the effectiveness of the drive against wetbacks by the Immigration Service and the problem it presented to the Department of Labor in supplying legal labor.

In connection with the Mexican labor program, we had excellent cooperation from the Mexican Government during the past year. The program operated to the general satisfaction of Mexico and this Government. In our opinion, it was also the best operating year we have had in observance by employers of the conditions and terms under which Mexican workers may be brought into this country. Complaints of Mexican workers were reduced sharply, with consequent reduction in complaints by the Mexican Government. These comments do not imply that we have solved all the problems by any means, but these developments are sound progress.

The continued orderly administration of this program requires its extension for a period sufficient to permit intelligent operational planning to meet foreseeable needs. On the other hand, considering the changes now taking place in agriculture, we do not believe anyone could forecast the farm-labor situation with any degree of accuracy for more than 4 or 5 years in advance. For instance, technological improvement in the sugar-beet industry has resulted in most of the harvest being done by machine whereas 4 or 5 years ago most of the work was done by hand. Similarly, cotton is another crop in which



to an increasing extent mechanization and other technological changes indicate a falloff in the demand for seasonal agricultural labor.

The programs for improved utilization of our domestic farm-labor force which I have mentioned are only good beginnings. Much can be expected of the growing recognition by local, State, and national organizations that solution of the problems of agricultural employment demands the same application of creative planning as industrial employment problems. All of these factors lend encouragement to the belief that eventually United States agriculture may not be as dependent upon foreign labor as at present.

In considering all of the elements influencing a decision on the future of Public Law 78, the Department of Labor recommends that the law be extended for  $4\frac{1}{2}$  years, to June 30, 1960. The recommendation to extend the program for  $4\frac{1}{2}$  years, rather than for 4 or 5 years, is intended to remedy certain operational difficulties. The program is authorized on a calendar-year basis. However, this basis makes it necessary to present two budgets in the year in which the program terminates, since Congress does not authorize an appropriation beyond the expiration date of the law. At the present time we can go before Congress for only a half year budget because the law expires at the end of this year. Before the extension of the law in 1953, the Labor Department faced the same situation. It resulted then in all administrative employees, except a small liquidation staff, being laid off before funds based upon an extension of the law could be secured.

The Bureau of the Budget has advised that it has no objections to certain amendments to Public Law 78 recommended by the Department of Labor, the first of which is to extend the program for  $4\frac{1}{2}$  years.

The second of these amendments would relieve employers of certain inequities arising out of the application of subsection 502 (3) of title V. This subsection requires employers, in cases where their workers fail to return to reception centers in accordance with the contract of employment, to pay the United States the cost of returning them to the reception center, less amounts already paid by other employers of the workers. In some cases employers pay the transportation and subsistence cost directly to the worker, who, after receiving these costs, fails to return to Mexico and remains illegally in the United States. Under the present provisions of subsection 502 (3), the employer is not relieved of his statutory obligation to pay similar costs to the United States. In those circumstances he is required to pay double costs. This situation would be remedied by adding an amendment at the end of subsection 502 (3) under which an employer who satisfies the Secretary of Labor that he has already paid his workers' return transportation and subsistence costs may be relieved by the Secretary of his obligation to the United States under the subsection.

The Labor Department also recommends two further amendments to Public Law 78 looking toward further strengthening the protection of domestic workers. The first of these amendments would provide that the Secretary of Labor may recruit workers from the Republic of Mexico only when sufficient domestic labor is unavailable at a scale



of wages found by him to be prevailing for comparable work in the area. Section 503 of the title presently outlines conditions designed to protect job opportunities for domestic workers. These include a certification by the Secretary of Labor to the effect that sufficient domestic workers are unavailable for the work, that the employment of foreign workers will not depress domestic agricultural labor market conditions and that every reasonable effort has been made to fill the jobs with domestic workers at wages and hours of work comparable to those offered foreign workers.

As I have stated, it is the policy of the Department of Labor in its administration of the law to give the fullest meaning to those conditions, including devising new plans for the utilization of domestic workers. However, it is important that there be a clear public understanding of the law. There are those who believe that Mexican workers should be paid less than American workers because of the lower wage rates in Mexico. I think it is obvious that if employers were allowed to hire Mexican workers for less than domestic workers, we would be driving American workers from the labor market by that competition.

The fact that there is some misunderstanding of the law makes it advisable in our opinion to clarify the public policy that Mexican workers may be brought into this country only when domestic workers are not available and that Mexican workers may not be employed under conditions adversely affecting American workers.

The second of these proposals to protect the job opportunities of domestic farm workers would appear as an amendment to section 503 itself. It would further condition the certification of the Secretary of Labor under that section. It would require him to certify that every reasonable effort has been made to fill the jobs with domestic workers not only by offering them wages and hours of work comparable to those offered foreign workers but also by offering them transportation, housing and insurance benefits comparable to those provided foreign workers under the program. This amendment would equalize conditions of employment for American workers with those offered Mexican workers. If an employer is willing to provide transportation, free housing, guaranteed employment and other such benefits to Mexican workers in order to employ them, the employer should be willing to offer at least some of these same inducements to American workers. The inducements offered Mexican workers make them eager to come to the United States. Greater inducement to American workers would help keep them in the agricultural labor force and correct an anomaly that exists under the present law.

We have drafted language to accomplish the objectives I have mentioned, and will submit an appropriate draft in the very near future.

Mr. GATHINGS. The clerk has handed me a letter, a report on this legislation, from Secretary of Labor James P. Mitchell. I ask unanimous consent that the Secretary of Labor's letter and the letter from the Department of State be incorporated in the record at his point. That will be done without objection.

(The letter dated March 15, 1955, from the Department of Labor and the letter dated March 16, 1955, from the Department of State, are as follows:)

DEPARTMENT OF LABOR,  
OFFICE OF THE SECRETARY,  
Washington, March 15, 1955.

HON. HAROLD D. COOLEY,  
*Chairman, Committee on Agriculture*  
*House of Representatives, Washington, D. C.*

DEAR CONGRESSMAN COOLEY: This is in reply to your request for my views on H. R. 3822, a bill to amend title V of the Agricultural Act of 1949, as amended, by striking out the termination date.

I fully support the extension of the program under which the Department of Labor regulates the temporary employment of Mexican nationals in seasonal agricultural jobs in the United States. President Eisenhower in his budget message pointed out the continuing need for this program and recommended its extension. The overall size of our farm labor force has been steadily shrinking over a number of years and there is no indication that this trend will be substantially reversed in the near future. Mexican agricultural workers, who are presently used in about 24 States, will be needed for some time to supplement our domestic farm-labor supply during the harvesting season.

Protection of the domestic worker from unfair competition requires the continuation of the authority for supervising and regulating the use of Mexican workers. A legal means of supplying the needs of United States agriculture with Mexican help, as provided under title V, is a necessary complement to enforcement programs for stemming the influx of illegal Mexican entrants into the United States.

I believe it is necessary to extend the program under title V for a period sufficient to meet these needs with intelligent planning. For this reason, I recommend that the law be extended to June 30, 1960. At that time, the needs for the program could be reexamined in the light of agricultural labor market conditions not presently foreseeable.

In extending the operation of the law, I believe certain amendments should be made in its provisions. Two of these amendments would perfect protections afforded domestic farmworkers in the administration of the law. It is recommended that a clause be inserted in the first section of title V to the effect that Mexican nationals may be recruited only when the Secretary of Labor determines that domestic workers are unavailable for the work at wage rates prevailing for comparable employment in the area. Although section 503 of the law presently provides for a preliminary certification by the Secretary of Labor as to certain conditions designed to protect employment opportunities for domestic workers, I believe a clarification of this policy in the first section of the law is advisable.

The second proposed amendment would further condition the certification by the Secretary of Labor under section 503. At present that section requires the Secretary to determine and certify before Mexican nationals may be recruited, that reasonable efforts have been made to attract domestic workers at wages and hours of work comparable to those offered foreign workers. It is proposed to amend the section to require that an attempt must be made to employ domestic workers by offering them transportation, housing, and insurance benefits in addition to wages and hours of work comparable to those offered foreign workers.

I believe the law should also be amended to relieve employers of certain double liabilities under its present provisions. Under subsection 502 (3) of the title an employer is required to pay the United States return transportation and subsistence costs, less amounts already paid by other employers, for workers who fail to return to Mexico. In many cases, employers pay these costs direct to the workers, but are not relieved from paying the same costs to the United States. It is recommended that the subsection be amended to provide that where the employer can satisfy the Secretary of Labor that he has already paid his workers' return transportation and subsistence costs, the Secretary may relieve the employer of his obligation under the subsection.

When Assistant Secretary Siciliano appears before the committee with respect to H. R. 3822, he will explain in greater detail these recommendations for amendment of the law, as well as my views on its extension.



The Bureau of the Budget advises that it has no objection to the submission of this report.

Sincerely yours,

JAMES P. MITCHELL,  
*Secretary of Labor.*

---

DEPARTMENT OF STATE,  
Washington, March 16, 1955.

Hon. ROCCO C. SICILIANO,  
*Assistant Secretary of Labor.*

DEAR MR. SICILIANO: The Department has reviewed current proposals of the Department of Labor looking to the amendment of title V of the Agricultural Act of 1949, as amended, in the following respects:

That the first paragraph of section 501 of the Agricultural Act of 1949, as amended, be amended to read as follows:

"For the purpose of assisting in such production of agricultural commodities and products as the Secretary of Agriculture deems necessary, by supplying agricultural workers from the Republic of Mexico (pursuant to arrangements between the United States and the Republic of Mexico or after every practicable effort has been made by the United States to negotiate and reach agreement on such arrangements), the Secretary of Labor is authorized, only when he determines that sufficient domestic labor is unavailable for assisting in such production at wage rates not less favorable than those prevailing for comparable work in the area of employment,—".

SEC. 2. That subsection 3 of section 502 of such act, as amended, be amended by changing the period at the end thereof to a semicolon and adding the following:

"*Provided, however,* That if the employer can establish to the satisfaction of the Secretary of Labor that the employer has provided or paid to the worker the cost of return transportation and subsistence from the place of employment to the appropriate reception center, the Secretary under such regulations as he may prescribe may relieve the employer of his obligation to the United States under this subsection."

SEC. 3. That section 503 of such act, as amended, be amended to read as follows:

"No workers recruited under this title shall be available for employment in any area unless the Secretary of Labor has determined and certified that (1) sufficient domestic workers who are able, willing, and qualified are not available at the time and place needed to perform the work for which such workers are to be employed, (2) the employment of such workers will not adversely affect the wages and working conditions of domestic agricultural workers similarly employed, and (3) reasonable efforts have been made to attract domestic workers for such employment at terms and conditions of work comparable to those offered to foreign workers with respect to transportation, housing, wages, hours of work, and insurance for occupational injury and disease."

SEC. 5. That section 509 of such act, as amended, be amended by striking out "December 31, 1955" and inserting in lieu thereof "June 30, 1960."

I take pleasure in advising you that from the foreign-relations viewpoint the Department of State agrees with the proposals in question. This expression of agreement is made in the understanding, conveyed to the Department by telephone, that you may require it in presenting the suggested amendments for consideration.

Sincerely yours,

THRUSTON B. MORTON,  
*Assistant Secretary.*

Mr. GATHINGS. Thank you, Mr. Secretary.

The legislation before us, Mr. Secretary, knocks out the termination date, but you would suggest that the act be extended only for 4½ years?

Mr. SICILIANO. Yes, sir.

Mr. GATHINGS. And you make three other suggested amendments—one of which would require your Department to certify that there are no available domestic workers in the vicinity who could work at the same rate of pay and under the same conditions.

Mr. SICILIANO. That is right.

Mr. GATHINGS. I wish you would elaborate a little more on that recommendation.

Mr. SICILIANO. I would like to, sir. That amendment that we suggest is a clarifying type of an amendment. The present law now states that workers cannot be recruited if employment adversely affects the wages and working conditions of domestic workers. When I say workers, I mean Mexican workers. You cannot bring them in, if bringing them in would adversely affect the working conditions of domestic workers. This is in the law. However, nowhere in the law does it specifically say and provide that Mexicans are to be paid the prevailing wage rates. We have construed the present language to mean that. We know that that is the intent of Congress. But we feel that this fundamental point should be specifically covered in the law. In other words, in our mind this is a simple clarification of the intent. It clarifies what we mean by the language not adversely affecting. We do not view it as anything more than that. Nevertheless, questions have arisen particularly, as I indicated in my prepared testimony, as to whether Mexicans are to get the same prevailing rates that Americans get, and, of course, we have always been administering this program with that particular point in mind. We thought that it should be specifically stated. That is the reason for this particular language. It has no hidden motives behind it.

Mr. GATHINGS. Your fieldmen have been enforcing that provision very well?

Mr. SICILIANO. Yes; that is right.

Mr. GATHINGS. Haven't they?

Mr. SICILIANO. Yes.

Mr. GATHINGS. Requiring the wage rates prevalent in the vicinity be paid to the Mexican worker?

Mr. SICILIANO. Yes; of course, we are trying to apply that language—that intent.

Mr. GATHINGS. The domestic worker under your recommendation also would get the transportation and housing and these other insurance benefits?

Mr. SICILIANO. That would be the substance of the other amendment that I mentioned. The second amendment, which is to improve the standards of domestic workers, would simply say this: That if the American farmers are willing to bring in Mexicans and offer them a great number of guaranties—guaranty of employment, for example, pay-on-the-job insurance and provide for off-the-job insurance, transportation, housing, subsistence, and so forth—that by the same token American domestic workers should be at least given that same opportunity for employment under at least some of the same conditions.

Mr. GATHINGS. Would the domestic workers be recruited? From what areas would you think that they should be recruited?

Mr. SICILIANO. The areas of recruitment generally have been contiguous. We are not contemplating that the farmers must pay the transportation of migrant workers from Florida to say, Texas, under this proposal. But we know that in many instances migrant workers are available in an area where it appears for some reasons that the wage rates may not be comparable to what they feel they should be getting. There are primarily wage rates in areas of heavy concentration of Mexican contract labor. As a result American migrant



workers will often go through those areas to other areas of the country to seek more favorable working conditions. Perhaps if the working conditions that the Mexican laborers are getting in some of these areas were offered to American migrants they would remain and we might see an improvement in their working standards.

Mr. GATHINGS. Mr. Secretary, I was impressed with the record that your Department has made in 1954. On page 3 of your statement. I see that during 1953 and I quote, "We imported 201,380 workers and during the last calendar year 309,033," and increase of some 33 percent. And you go on and elaborate as to why you think that that increase ensued.

As a matter of fact, you and the Immigration Service have been keeping a great number of these wetbacks out of the country.

Mr. SICILIANO. They have done a very effective job in eliminating the wetback tide so to speak, as well as keeping out and detecting and returning those that are already here.

Mr. GATHINGS. The contract workers have been increased by 33 percent in the 1 year.

Mr. SICILIANO. Mr. Chairman, I would like to just give you an example of that. I mentioned the lower valley of Texas, how there was a great increase there in the number of contract workers. You might be interested in knowing at this time last year, actually it was in August, or July of last year, when the drive was begun by the Immigration Service. We had, of course, an immediate request for thousands of contract laborers. The center of Hidalgo, Tex., which contracts Mexican workers for the lower Rio Grande Valley, was put on a 3-shift arrangement, and we processed as many as 3,000 a day. Of course that processing involves health checks, TB checks, photographs, and so forth. At the time in order to encourage the farmers in that area to use legals we waived some of the requirement such as the providing of cots, and blankets, simply because they did not have any in the area. Those items were not available when these people started to come in under the legal program.

So that we think and feel that the needs were satisfied and the program operated in a most efficient way at that time.

Mr. GATHINGS. I see in your statement also that the employment of domestic workers picked up in that area considerably.

Mr. SICILIANO. Yes, sir.

Mr. GATHINGS. Since they have been coming in legally.

Mr. SICILIANO. That is the real effective goal here that we are trying to achieve. In the past a great many Texans, that is, native Texans, have left their areas in Texas to go north because of the fact that a great many wetbacks were employed there. As a result of this drive we saw a higher wage level in Mexican contract workers entering legally; we saw an increase from 19,000 to over 32,000 of domestic workers who stayed in Texas to work in the fields as the result of this successful drive.

Mr. GATHINGS. What has been the cost of the program in the past year?

Mr. SICILIANO. The cost has steadily decreased. We are currently requesting \$1,100,000 approximately. Actually that is for the 6 months period that I spoke of earlier. And then we have on file, so to speak, if there is an extension of this law, another budget submis-

sion of about \$650,000. So the current operating cost of this whole program would be just under \$2 million.

Mr. GATHINGS. That has been decreasing?

Mr. SICILIANO. Yes, sir; about 2 years ago it was about a million dollars more than that. It was about \$2,800,000 and now about \$1,800,000.

I was told that it was \$1,750,000 and \$2,750,000 about 2 years ago.

Mr. GATHINGS. Does the Immigration Service have enough border patrolmen?

Mr. SICILIANO. I am not too well qualified to speak about that. I do know that last year——

Mr. GATHINGS. We will ask them.

Mr. SICILIANO. They received an additional appropriation of I think it was \$3 million to permit them to go into the accelerated drive.

Mr. HOPE. I have a question or two, Mr. Chairman, that I would like to ask at this time. Before doing that, however, I want to join in what our chairman has said with respect to the effectiveness of the program that has been carried on in the last year or so. It seems to me that your statement, Mr. Siciliano, shows that you have made a great deal of progress along the lines of working out this problem which all of us recognize is a difficult one both from the standpoint of securing sufficient domestic labor and from the standpoint of getting satisfactory Mexican labor. I have been very much pleased to learn that apparently the Immigration Service has been able to reduce the number of wetbacks who have been coming in. You speak about the lower Rio Grande Valley. I assume that this campaign has been effective also in other places along the border.

Mr. SICILIANO. Yes, sir.

Mr. HOPE. Is that your understanding?

Mr. SICILIANO. Other areas along the border as well as a great many thousands of illegals who were in the cities, in industrial work in Chicago and New York, Los Angeles, San Francisco.

Mr. HOPE. Whenever we have had this legislation before the House in previous years, the opponents of it have made a great point and I think they have had something on which to base it, over the fact that there had been no effective effort to keep out the wetbacks so-called. I realize that is a great problem. It apparently is not an insurmountable one, however, because your report here would indicate that progress has been made along that line.

I am glad that we will be able to go before the House with this bill and submit the information that something is being done in an effective way to meet the wetback situation. I take it that you feel also that you can make more progress this year than you did even last year in bringing about a greater employment of domestic workers.

Mr. SICILIANO. Yes, Mr. Hope. We think that this year we are going to possibly contract about 350,000 Mexican workers as opposed to the 309,000 figure that I mentioned for the calendar year of 1954.

Mr. HOPE. Is that because of the greater need for Mexican workers, because of the smaller number of domestic workers who may be available or will it be because you expect the wetback invasion to be still further eliminated?

Mr. SICILIANO. We feel that the wetback problem has deteriorated. It is still there but in a much, much lesser degree. As a result of

which some small farmers or holdouts, so to speak, who may still be using wetbacks will be turning to legal Mexican contract labor.

Mr. HOPE. Were you able last year to furnish all of the Mexican labor which you were requested to furnish to the domestic producers?

Mr. SICILIANO. Yes; we had no difficulty in that respect.

Mr. HOPE. You anticipate that you will be able to do the same thing this year?

Mr. SICILIANO. Yes, sir; we do.

Mr. HOPE. Under this program?

Mr. SICILIANO. Yes.

Mr. HOPE. You spoke about the fact that your relations with the Mexican Government have been good in the last year and you anticipate, do you, that if we extend the program as suggested, that you will be able to continue those same good relations with the Mexican Government?

Mr. SICILIANO. Yes, sir. We feel that our relationships now are excellent. We have had a number of meetings over the past few months with every level of the Mexican Government officialdom. And as a result, we feel that we have a very, very clear understanding with each other as to the purposes of the program and as to how it should operate.

Mr. HOPE. I remember when we had a bill on this subject before this committee and the House a couple of years ago, there were a number of points of misunderstanding that existed which were finally worked out. You do not anticipate there will be any further difficulty over those points that seemed to be at issue at that time.

Mr. SICILIANO. I would not want to say that there would not be problems or differences between the United States Government and the Mexican Government but I think that they will be approached with the kind of attitude that would enable us to resolve them on each side. Of course, as I have indicated earlier, we, having the one side to look at, would like to have the agreement with Mexico possibly changed in some respects here and there, but naturally I think the Mexican Government feels the same way from their viewpoint, so that we may have differences, but I am sure they will be resolved in an amicable way.

Mr. HOPE. You have found in your negotiations during the last 2 years a willingness on the part of the Mexican Government, have you, to be reasonable about the differences?

Mr. SICILIANO. That is correct.

Mr. HOPE. And the desire to get together in the way of a workable agreement?

Mr. SICILIANO. Yes, sir; that is right.

Mr. HOPE. I think that is all, Mr. Chairman.

Mr. GATHINGS. Mr. Thompson?

Mr. THOMPSON of Texas. I would like, Mr. Chairman, to return to some figures that the Secretary gave us. Did I understand you to say that ordinarily some 70,000 wetbacks would come into the Rio Grande Valley before the law was passed and that since it was passed that figure had gone down to 3,000?

Mr. SICILIANO. I think I had better restate that, Mr. Thompson. Before the wetback drive of last year the most that we had ever contracted for of legal Mexican labor in the lower valley of Texas for



the entire season was 3,000. Last year we contracted after this wet-back drive approximately 70,000. In other words, I cannot say that there were more wetbacks or less in there than in the past years but we know from a contractual point of view the figure went from 3,000 to 70,000. These are approximate figures, of course.

Mr. THOMPSON. Without meaning to labor the point: We are interested in bringing in legal labor?

Mr. SICILIANO. Yes, sir, and in keeping out the illegal labor.

Mr. THOMPSON. But it would seem to me that the program is very successful then because we have to have labor in that section of the country, and if we cannot get it legally, there is always a temptation to hire the man who comes along the road and wants a job?

Mr. SICILIANO. That is right. We think the program has been very successful in that lower Rio Grande Valley.

Mr. THOMPSON. How about the rest of the Rio Grande through Texas?

Mr. SICILIANO. Generally speaking, the Mexican contract labor is used now throughout all of the border States. I should perhaps just mention that of the total number of 309,000 that came in, slightly more than half of that figure were contracted for employment in the State of Texas.

Approximately 85 percent of this total figure of 309,000 were contracted along the border States. That includes California, of course.

However, some 20 or 22 other States did use Mexican labor in the past year. As far up north as Washington, Oregon, Idaho, and those States. I am just recalling those figures. I am speaking from memory so I may not be entirely correct.

Mr. THOMPSON. Thank you, Mr. Secretary.

Mr. Chairman, my distinguished colleague from down on part of the Rio Grande, Mr. Fisher, is here. I know how deeply interested he is in this subject. I thought possibly the chairman might indulge him, too.

Mr. GATHINGS. We would be delighted to have Mr. Fisher do so. If you would like to ask a question or two of the Secretary, go ahead.

Mr. FISHER. May I suggest that the members of the committee conclude first, and then, if I may, I would like to ask a question.

Mr. GATHINGS. Very well, let us go back over this side.

Mr. Hill.

Mr. HILL. I am not a member of the committee, Mr. Chairman.

Mr. GATHINGS. We feel honored that you are sitting with us today.

Mr. HILL. I will be glad to ask a question or two with your permission.

Mr. Secretary, I am very pleased at your excellent statement, but I wonder whether you realize this is the most explosive legislation that has ever come to the floor of the House.

A year ago last March 1 when we were considering this legislation, after an impassioned speech or two, we all were shot at with the purpose of being excluded from considering such legislation any more. Have you forgotten that?

Mr. SICILIANO. No. I remember it very well.

Mr. HILL. Were you in the gallery when we were considering this bill?



Mr. SICILIANO. I was not, but one of the people in the Labor Department was and he quickly phoned the message and I thought that was the end of the bill.

Mr. HILL. It was for that day. I hope from the tone of voice you have used and the excellent statement you have made, that no fanatical Puerto Ricans or other types of folks will come down in the galleries to perform again in such a manner as they did on March 1, 1954.

Mr. SICILIANO. I certainly hope not.

Mr. HILL. We certainly did not enjoy it.

Mr. SICILIANO. Yes, sir.

Mr. HILL. I was impressed by your 4½-year extension. Your argument there, if I got it correct, is to make our extension of the time correspond to our budget year or fiscal year; is that correct?

Mr. SICILIANO. That is right, sir. That is the reason for the half year. People wonder why we say half. We want the program to correspond to the fiscal year rather than the calendar year.

Mr. HILL. Then the other question is this: If I understand correctly, the legislation has already run out.

Mr. SICILIANO. No, sir. The legislation runs out at the end of this year, December 31 of 1955. However, we have requested funds for only the remaining 6 months of this year. That is all we are permitted to do.

Mr. HILL. And you expect if this legislation passes to have the funds placed in supplementary appropriations?

Mr. SICILIANO. Yes, sir; we would immediately come back for a supplemental if we have time this session; if not, we would have to wait until next January, but, at that time, we would already be liquidating the program. This is what happened before.

Mr. HILL. That is all, Mr. Chairman.

Mr. GATINGS. Mr. Hagen?

Mr. HAGEN. I would like to ask a few questions. I have a problem in my area on this. Are the procedures for certifying need, and so forth, the same in every State?

Mr. SICILIANO. Yes, sir. The standards are the same. The procedures for certifying the need are carried out by the public employment services in each of the various States. Of course, you are going to get occasional differences in interpretations which we try to reconcile when they come to the national office.

Mr. HAGEN. What I am trying to get at is this: Do you have the tools to see that these States all operate equally in certifying need?

Mr. SICILIANO. We do. We work with the State administrators of the bureaus, employment security in each of the States.

Mr. HAGEN. You have the authority to overrule them?

Mr. SICILIANO. In this particular program, yes, so far as need is concerned. But they have to make the factual determination actually. We do not have staffs in the States that go out and make the fact—

Mr. HAGEN. Do you think a completely Federal program would be workable in this deal?

Mr. SICILIANO. No, sir. We are very satisfied with the operation of this program which, I think, is fundamentally a local kind of program, that it should be kept on a local level to the maximum extent possible.

Mr. HAGEN. When these workers are admitted, to preface my remark, I might say a good friend of mine thought there was a little politics involved in this program.

He was active in behalf of a certain political party and he could not get any legals and other employers could. I was advised that a particular chore that he was interested in was irrigating, under very difficult circumstances, and the employment director told me that if he wanted to pay extra bonuses for irrigating that hillside, and so on, that he could get the local workers. But I was wondering, in that connection when these people are brought in, we will say to work in cotton chopping, after they get in for that particular purpose, are they kind of a floating labor force, or do you restrict their activity and get them out of here?

Mr. SICILIANO. They come in for a specific contract period. It may be 6 weeks. At the end of that time either of two things happens: Either the man goes back to Mexico or he is recontracted; an entirely new contract is entered into for another particular period of time; either with the same farmer or with another farmer in the area.

Mr. HAGEN. For the same job or a different job?

Mr. SICILIANO. It may be a different type of work.

Mr. HAGEN. Does he have to go through the certification of need again?

Mr. SICILIANO. He has to go through the recontract phase again. We call it certification, of course; need has to be there.

Mr. HAGEN. Does your Department—I mean one of the big concerns of this is that, of course, it possibly might depress the wages of the domestic labor, and as a consequence, a domestic shortage might arise from a failure to pay decent American wages to American workers. Do you have any statistics showing the trend in employment in wage rates, and so forth, in these areas where the workers have been employed?

Mr. SICILIANO. We could get, I think, without too much difficulty, some figures at least in the most recent years showing the wage rates that would be paid various kinds of occupations in various areas.

Mr. HAGEN. I think that would be most helpful because I know, for example, in my area, I have heard that in 1949, a worker was getting \$1.25 an hour, last year they were maybe getting 90 or 80 cents an hour which, of course, renders the employment less attractive to white American labor.

Mr. SICILIANO. As you know, of course, we do not set the wages that are in an area. We find what is the prevailing wages.

Mr. HAGEN. I think you should have some information, some conclusions as to the effect this program might have had on domestic wage rates.

Mr. SICILIANO. Yes, sir. That is one of the reasons we have made this request for this one amendment which we feel might at least make or give the same kind of benefits—and this is an anomaly as we pointed out—to American workers, as Mexican workers are getting greater benefits.

We recognize that this has very, very many controversial aspects to it, but we have made it nevertheless.

Mr. HAGEN. I was very much interested in your suggestion there. How would you do that? Would you figure an average of these costs in various areas? I understand there are certain transportation,

insurance, housing costs which obtain under these agreements, and so forth?

Mr. SICILIANO. Yes.

Mr. HAGEN. Would you average the cost of those out and say to Farmer Jones who wanted to employ workers for 80 cents an hour, you go to him and say to him, with these fringe benefits the Mexicans are actually getting 90 cents and we suggest that you offer 90 cents to your local help

Mr. SICILIANO. No, I do not think we contemplate translating—we would not translate the value of these so-called fringe items in terms of cents and add that to that which you offer domestics. If we did, the net effect of that would be that you could not bring in the Mexicans for that lesser rate; then the prevailing rate would be higher again. So you would keep on boosting your own level there. I am afraid that would be out.

Mr. HAGEN. How would you operate that?

Mr. SICILIANO. We are simply—

Mr. HAGEN. Say that you have an American-Mexican, we will say, or American?

Mr. SICILIANO. Of Spanish descent?

Mr. HAGEN. Or Norwegian, or something, and he has got a house in the local community but he is not willing to work for 85 cents, he might work for 90 cents. You would say to the farmer, provide him with a house. He does not need it. Would it not be better if you translate that into the wage rate?

Mr. SICILIANO. It might in that instance. I think that we are not contemplating the kind of wage setting that that might be construed to be. Actually, all we are saying is that, if you pay transportation to Mexicans or if you furnish housing to Mexican contract laborers, or if you offer on-the-job insurance, do the same thing for the American worker. I might point out that some of these things are being done right now. Transportation in some areas of the country is paid for, for American workers. The State of California, by law, requires that occupational insurance be provided for American workers. But these are spotty situations.

Mr. HAGEN. When you say "occupation insurance," what do you mean?

Mr. SICILIANO. On the job-accident insurance.

Mr. HAGEN. In California under the California law the farmer can claim an exemption if he wants to.

Mr. SICILIANO. He may, but they are supposedly covered. I am not familiar with the exemption provisions.

Mr. HAGEN. They are in unless they want out but they can get out. I think it would be more realistic if you envisaged a program which, without having the effect of raising the prevailing wage rate, would, in effect, make the farmer offer in monetary terms, in wages, the differential. I do not know about other States, but in California there has been a change in the pattern of farm labor, whereas we had transplanted migrant workers from other areas on the loose they have settled now.

Mr. SICILIANO. Yes.

Mr. HAGEN. They are still farm laborers in many instances, but we do not have this great movement from area to area as they used to have. Many of them have built homes, and so on, and actually the



farmers appreciate it because they have a fairly stable labor force.  
Thank you.

MR. GATHINGS. Mr. Secretary, could you furnish the figures for the record at this point?

MR. SICILIANO. For some selected areas?

MR. GATHINGS. As Mr. Hagen has furnished—could you furnish some of these wages, for various types of agricultural labor or in various areas of the country? We would like to have that, if you would put it in the record.

MR. SICILIANO. Very well.

(The additional data submitted is as follows:)

MARCH 31, 1955.

HON. E. C. GATHINGS,

*House of Representatives, Washington, D. C.*

DEAR CONGRESSMAN GATHINGS: In response to your request made during the recent hearing considering the extension of Public Law 78, enclosed is information on wage rates paid in agriculture.

Exhibit I, wage rates in selected farm activities for years 1953 and 1954. This exhibit is a summary of wage findings made and published by the State employment security agencies. The findings are based on surveys made to determine the prevailing wage rates paid to domestic workers in the areas and in the activities in which Mexican nationals are employed and do not include any consideration of wages paid to Mexican nationals employed in these areas. The Secretary of Labor reviews the findings and they are allowed to stand if there is no reason for question or if there is no appeal from the findings by interested parties.

Exhibit II, farm wage rates for seasonal activities for selected periods 1953 and 1954. This data covers wages offered and paid to both domestic and Mexican national seasonal hired workers during the periods specified and was obtained from reports submitted by State employment security agencies. The period April 1–May 31 is representative of the preharvest activities and September 1–October 31 is representative of the harvest activities.

Exhibit III, rates reported by States, area, month, and year for the cotton harvest for the years 1952, 1953, and 1954. The majority of Mexican nationals are contracted for work in the cotton harvest and this tabulation shows rates paid in this activity both in States which employ Mexican nationals and those which do not.

Exhibit IV, hourly composite farm wage rates, 1950–54. This exhibit is a tabulation of annual and quarterly composite hourly rates for years 1950 through 1954. This data was compiled from Farm Labor, a publication of the Agricultural Marketing Service, United States Department of Agriculture. In view of the recency of the establishment of procedures by the Department of Labor to obtain farm wage information in connection with the administration of Public Law 78, it was felt the date of the Agricultural Marketing Service would be of interest.

Sincerely yours,

ROCCO C. SICILIANO,  
*Assistant Secretary of Labor.*

EXHIBIT I

*Wage rates in selected farm activities*

| State and agricultural reporting area                                     | Crop-wage area and activity             | 1954            |                                | 1953                   |                                          |
|---------------------------------------------------------------------------|-----------------------------------------|-----------------|--------------------------------|------------------------|------------------------------------------|
|                                                                           |                                         | Date of finding | Wage rate or range             | Wage rate or range     | Date of finding (or survey period)       |
| Arizona:<br>Cochise                                                       | Bisbee-Wilecox cotton: Irrigation       | Aug. 13         | \$0.60 per hour                | \$0.60-\$0.75 per hour | Aug. 28,<br>June 18.                     |
|                                                                           | Bisbee-Wilecox multierop: Irrigation    | do              | do                             | \$0.60 per hour        |                                          |
|                                                                           |                                         | July 2          | do                             |                        |                                          |
|                                                                           |                                         | May 21          | do                             |                        |                                          |
| Maricopa                                                                  |                                         | May 7           | \$0.60-\$0.75 per hour         |                        |                                          |
|                                                                           | Cochise cotton: Cultivation             | Aug. 27         | \$0.60 per hour                |                        |                                          |
|                                                                           | Harvest                                 | Sept. 24        | \$2.50 per hundred weight      |                        |                                          |
|                                                                           | Cochise multierop: Irrigation           | Aug. 27         | \$0.60 per hour                |                        |                                          |
|                                                                           | Maricopa County cotton: Harvest         | Aug. 13         | \$2.50 per hundred weight      |                        |                                          |
|                                                                           | Long staple                             | Sept. 10        | \$4 per hundred weight         | \$8 per hundred weight | Sept. 11,<br>Sept. 11-25,<br>Sept. 7-11. |
|                                                                           | Short staple                            | Sept. 24        | \$2.75 per hundred weight      | \$3 per hundred weight |                                          |
|                                                                           |                                         | Aug. 27         | \$0.60-\$0.70 per hour         | do                     |                                          |
|                                                                           | Thinning and weeding                    | Aug. 13         | do                             |                        |                                          |
|                                                                           |                                         | July 2          | do                             |                        |                                          |
|                                                                           |                                         | May 7           | \$0.60-\$0.75 per hour         |                        |                                          |
|                                                                           |                                         | Aug. 13         | \$0.10-\$0.25 per 1/4-mile row |                        |                                          |
| Maricopa County melon: Picking<br>Maricopa County (Mesa) lettuce: Cutting |                                         | July 2          | \$0.75-\$0.25 per 1/4-mile row |                        |                                          |
|                                                                           |                                         | May 7           | \$0.15-\$0.25 per 1/4-mile row |                        |                                          |
|                                                                           |                                         | Aug. 27         | \$0.40 per 1/2-mile row        |                        |                                          |
|                                                                           |                                         |                 |                                | \$1 per hour           | July 27-31.                              |
|                                                                           | Maricopa County melon: Picking          | May 21          | \$0.75 per hour                |                        |                                          |
|                                                                           | Maricopa County (Mesa) lettuce: Cutting | May 7           | do                             |                        |                                          |
|                                                                           | Field pack                              | May 21          | \$0.80 per hour                |                        |                                          |
|                                                                           |                                         | May 7           | do                             |                        |                                          |
|                                                                           | Thinning and weeding                    | Sept. 24        | \$0.75 per hour                |                        |                                          |
|                                                                           | Maricopa County (Mesa) melon: Cutting   | Aug. 13         | \$1 per hour                   |                        |                                          |
|                                                                           |                                         | July 2          | \$0.80 per hour                |                        |                                          |
|                                                                           | Loading                                 | Aug. 13         | do                             |                        |                                          |
|                                                                           |                                         | July 12         | \$1 per hour                   |                        |                                          |

## Wage rates in selected farm activities—Continued

| State and agricultural reporting area   | Crop-wage area and activity                                             | 1954            |                                     | 1953                   |                                    |
|-----------------------------------------|-------------------------------------------------------------------------|-----------------|-------------------------------------|------------------------|------------------------------------|
|                                         |                                                                         | Date of finding | Wage rate or range                  | Wage rate or range     | Date of finding (or survey period) |
| Arizona—Continued<br>Maricopa—Continued | Maricopa County (Mesa) multicrop: Irrigation.                           | Aug. 13         | \$0.60 per hour                     |                        |                                    |
|                                         |                                                                         | June 18         | \$0.75 per hour                     |                        |                                    |
|                                         |                                                                         | May 7           | \$0.65-\$0.70 per hour              |                        |                                    |
|                                         |                                                                         | Sept. 10        | \$7 per 12-hour shift               |                        |                                    |
|                                         |                                                                         | Aug. 13         | \$7-\$8 per 12-hour shift           |                        |                                    |
|                                         | Maricopa County (Phoenix) carrot: Master tied.                          | June 18         | do                                  |                        |                                    |
|                                         |                                                                         | May 7           | do                                  |                        |                                    |
|                                         |                                                                         | May 21          | \$0.22 per 3-dozen bunches          |                        |                                    |
|                                         |                                                                         | May 7           | do                                  |                        |                                    |
|                                         |                                                                         | June 18         | \$0.10 bunches topped               |                        |                                    |
|                                         | Maricopa County (Phoenix) lettuce: Thinning and weeding.                | May 21          | do                                  |                        |                                    |
|                                         |                                                                         |                 |                                     | \$0.60-\$0.70 per hour | Sept. 25.                          |
|                                         |                                                                         | Apr. 23         | \$0.75 per hour, cutters            | \$1.25 per bed         | Do.                                |
|                                         |                                                                         | do              | \$0.17-\$0.19 per carton to crew    |                        |                                    |
|                                         |                                                                         | do              | \$0.80 per hour, packers            |                        |                                    |
|                                         | Maricopa County (Phoenix) melon harvest: Cantaloup.                     | July 16         | \$1 per hour                        |                        |                                    |
|                                         |                                                                         | do              | \$0.25 per shed-packed crate        |                        |                                    |
|                                         |                                                                         | do              | \$1 per hour                        |                        |                                    |
|                                         |                                                                         | do              | \$0.08-\$0.11 per shed-packed crate |                        |                                    |
|                                         |                                                                         | July 2          | \$1.75 per ton to crew              |                        |                                    |
|                                         | Maricopa County (Phoenix) multi-crop: Row and border crops, irrigation. | July 16         | \$1.50 per ton, crew of 6           |                        |                                    |
|                                         |                                                                         | Sept. 30        | \$1 per hour                        |                        |                                    |
|                                         |                                                                         | July 30         | \$0.60-\$0.70 per hour              |                        |                                    |
|                                         |                                                                         | June 18         | \$0.60 per hour                     | \$0.60-\$0.75 per hour | Sept. 11.                          |
|                                         |                                                                         | do              | do                                  |                        |                                    |
|                                         | Maricopa County (Phoenix) onion: Topping.                               | May 7           | \$0.60-\$0.85 per hour              |                        |                                    |
|                                         |                                                                         | Sept. 30        | \$7-8 per shift                     |                        |                                    |
|                                         |                                                                         | May 21          | \$0.15 per 50-pound sack            |                        |                                    |
|                                         |                                                                         | May 7           | do                                  |                        |                                    |
|                                         |                                                                         | do              | \$0.60-\$0.65 per hour              |                        |                                    |
| Nogales                                 | Pinal County cotton: Picking.                                           | Sept. 24        | \$2.50 per hundredweight            | \$3 per hundredweight  | Sept. 25.                          |
|                                         |                                                                         |                 |                                     | \$0.60 per hour        | Sept. 10.                          |
|                                         |                                                                         |                 |                                     |                        |                                    |





## Wage rates in selected farm activities—Continued

| State and agricultural reporting area                                                                         | Crop-wage area and activity                    | 1954            |                                                             | 1953                              |                                    |
|---------------------------------------------------------------------------------------------------------------|------------------------------------------------|-----------------|-------------------------------------------------------------|-----------------------------------|------------------------------------|
|                                                                                                               |                                                | Date of finding | Wage rate or range                                          | Wage rate or range                | Date of finding (or survey period) |
| Arkansas—Continued<br>Upper Mississippi river delta cotton—Con.                                               | North Mississippi County cotton:               |                 |                                                             |                                   |                                    |
|                                                                                                               | Chopping.....                                  | June 7.....     | \$0.35-\$0.40 per hour.....                                 |                                   |                                    |
|                                                                                                               | Picking.....                                   | Sept. 20.....   | \$2.50-\$3.50 per hundredweight.....                        |                                   |                                    |
|                                                                                                               | Parkin-Earle cotton: Picking.....              | Sept. 27.....   | \$2.50-\$3 per hundredweight.....                           |                                   |                                    |
|                                                                                                               | South Mississippi County cotton: Picking.....  | do.....         | do.....                                                     |                                   |                                    |
| Upper Mississippi River delta cotton and St. Francis Cache River cotton.<br>California:<br>Central coast..... | Upper Mississippi delta cotton: Picking.....   |                 |                                                             | \$2.50-\$3 per hundredweight..... | Sept. 12.                          |
|                                                                                                               | South Mississippi County cotton: Chopping..... | July 6.....     | \$0.30-\$0.40 per hour.....                                 | \$2-\$2.50 per hundredweight..... | Sept. 8-10.                        |
|                                                                                                               |                                                | June 1.....     | do.....                                                     |                                   |                                    |
|                                                                                                               | Salinas Carrot:                                |                 |                                                             |                                   |                                    |
|                                                                                                               | Pull-tie.....                                  | June 7.....     | \$0.27 per 3 dozen bunches.....                             |                                   |                                    |
| Desert.....                                                                                                   | Pull-top.....                                  | do.....         | \$0.11-\$0.15 per half (40-55 pounds).....                  |                                   |                                    |
|                                                                                                               | Salinas tomato: Picking.....                   | Sept. 7.....    | \$0.875 per hour; \$0.10-\$0.17 per 25-45 pound box.....    |                                   |                                    |
|                                                                                                               | Salinas vegetable: Harvest.....                | July 26.....    | \$0.875 per hour.....                                       |                                   |                                    |
|                                                                                                               | Santa Clara County pear: Picking.....          | Sept. 17.....   | \$0.90-\$1 per hour; \$0.08-\$0.10 per 16-pound bucket..... |                                   |                                    |
|                                                                                                               | Santa Clara County strawberry:                 |                 |                                                             |                                   |                                    |
| North coast.....<br>Sacramento Valley.....                                                                    | Picking, general.....                          | June 12.....    | \$0.85 per hour.....                                        |                                   |                                    |
|                                                                                                               | Pick-pack for freezing.....                    | do.....         | \$0.50-\$0.55 per crate.....                                |                                   |                                    |
|                                                                                                               | Pick-pack for market.....                      | do.....         | \$0.40-\$0.50 per crate.....                                |                                   |                                    |
|                                                                                                               | Watsonville strawberry:                        |                 |                                                             |                                   |                                    |
|                                                                                                               | Pick for freezing.....                         | June 2.....     | \$0.45-\$0.60 per crate.....                                |                                   |                                    |
| Desert.....                                                                                                   | Pick-pack for market.....                      | do.....         | \$0.85-\$1 per hour.....                                    |                                   |                                    |
|                                                                                                               | East Riverside sweet corn:                     |                 |                                                             |                                   |                                    |
|                                                                                                               | Field picking.....                             | May 17.....     | \$0.70 per hour.....                                        |                                   |                                    |
|                                                                                                               | Packing.....                                   | do.....         | \$0.80 per hour.....                                        |                                   |                                    |
|                                                                                                               | Imperial County cotton: Picking.....           | Aug. 10.....    | \$2.50 per hundredweight.....                               |                                   |                                    |
| North coast.....<br>Sacramento Valley.....                                                                    | East Riverside desert cotton: Picking.....     | July 28.....    | do.....                                                     |                                   |                                    |
|                                                                                                               | Solano County apricot: Harvest.....            | July 6.....     | \$0.85 per hour.....                                        |                                   |                                    |
|                                                                                                               | Butte-Glenn almond: Knocking.....              | Sept. 3.....    | \$1.25 and \$1.50 per hour.....                             |                                   |                                    |
|                                                                                                               |                                                |                 | \$0.15-\$0.65 per tree.....                                 |                                   |                                    |
|                                                                                                               | El Dorado County pear: Picking.....            | Aug. 4.....     | \$0.85-\$1 per hour.....                                    |                                   |                                    |
|                                                                                                               |                                                |                 | \$0.16-\$0.20 per box.....                                  |                                   |                                    |

|                         |                                                                      |              |                                                                                           |             |
|-------------------------|----------------------------------------------------------------------|--------------|-------------------------------------------------------------------------------------------|-------------|
| San Joaquin Valley----- | Merced County fig: Picking-----                                      | Aug. 30----- | \$0.20 per 18-pound box (fresh)-----                                                      |             |
|                         | Placer County pear: Picking-----                                     | July 30----- | \$0.35-\$0.40 per 50-pound box (dry)-----                                                 |             |
|                         | Sacramento County pear: Picking-----                                 | July 27----- | \$0.85-\$1 per hour-----                                                                  |             |
|                         |                                                                      |              | \$0.80-\$0.90 per hour-----                                                               |             |
|                         |                                                                      |              | \$0.18-\$0.24½ per box-----                                                               |             |
|                         |                                                                      |              | \$6 per day-----                                                                          |             |
|                         | Yuba County pear: Picking-----                                       | July 14----- | \$0.85 per hour-----                                                                      |             |
|                         | Arvin-Lamont plum: Picking-----                                      | June 14----- | \$0.90-\$0.95 per hour-----                                                               |             |
|                         | Manteca-Escalon strawberry: Pick-pack-----                           | May 19-----  | \$0.50 per 12-pound crate-----                                                            |             |
|                         | Pick-stem-----                                                       | July 7-----  | \$0.60-\$0.70 per 12-pound crate-----                                                     |             |
|                         |                                                                      | May 19-----  | \$0.50 per 12-pound crate-----                                                            |             |
|                         | Merced County Melon: Harvest-----                                    | July 26----- | \$0.60 per 16-pound crate-----                                                            |             |
|                         |                                                                      |              | \$0.85-\$1 per hour-----                                                                  |             |
|                         | Merced County peach: Picking-----                                    | do-----      | \$0.22-\$0.25 per 80-pound crate-----                                                     |             |
|                         |                                                                      |              | \$0.90-\$1 per hour-----                                                                  |             |
|                         |                                                                      |              | \$0.13-\$0.15 per 40-pound box-----                                                       |             |
|                         | Merced County tomato: Picking-----                                   | June 24----- | \$0.85 per hour-----                                                                      |             |
|                         | Tulare County tomato: Picking-----                                   | do-----      | \$0.90-\$1 per hour-----                                                                  |             |
|                         | West Fresno County multicrop: Irrigation-----                        | July 29----- | \$0.80-\$0.85 per hour-----                                                               |             |
|                         | West Fresno County melon: Harvest-----                               | July 22----- | \$0.24-\$0.25 per crate-----                                                              |             |
| South coast-----        | Northern Santa Barbara County strawberry: Picking-----               | June 10----- | \$0.80-\$0.85 per hour-----                                                               |             |
|                         | Orange County celery: Cutting-----                                   | July 2-----  | do-----                                                                                   |             |
|                         | Orange County lemon: Picking-----                                    | do-----      | \$0.25-\$0.42 per 50-pound box-----                                                       |             |
|                         | San Bernardino County lemon: Picking-----                            | June 30----- | \$0.45-\$0.50 per 50-pound box-----                                                       |             |
|                         | San Bernardino County potato: Harvest-----                           | July 23----- | \$0.06 per stub (approximately 55-pounds.)-----                                           |             |
|                         |                                                                      |              | \$0.80 per hour-----                                                                      |             |
|                         | San Bernardino grapefruit: Picking-----                              | June 11----- | \$0.09-\$0.12 per field box-----                                                          |             |
|                         | San Bernardino County Valencia orange: Picking-----                  | May 21-----  | \$0.15 per field box-----                                                                 |             |
|                         | San Fernando Valley Valencia orange: Picking-----                    | do-----      | \$0.17-\$0.30 per 55-pound field box-----                                                 |             |
|                         |                                                                      |              |                                                                                           |             |
| Colorado:-----          | LaJunta pickle: Picking-----                                         | Aug. 1-----  | 40 percent of value of crop-----                                                          | Sept. 24.   |
|                         | LaJunta tomato: Picking-----                                         | do-----      | \$7.20 per ton-----                                                                       | Do.         |
|                         | Fort Collins cucumber: Picking, 1¼ to 2 inches diameter-----         | Aug. 31----- | 50 percent of graded crop: Up to 1¼-inch diameter—\$2.125-\$2.375 per hundred weight----- |             |
|                         |                                                                      |              | \$1-\$1.25 per hundredweight-----                                                         |             |
|                         | Fort Lupton sugar beet (summer work): Thinning, hoeing, weeding----- | do-----      | \$0.65 per hour or \$4-\$13.50 per acre-----                                              | June 12-25. |
|                         | Fort Morgan sugar beet: Thinning, hoeing, weeding-----               | July 2-----  |                                                                                           | Do.         |
|                         | Longmont sugar beet: Thinning, hoeing, weeding-----                  |              | do-----                                                                                   | Do.         |
|                         | Summer work, thinning, hoeing, weeding-----                          |              |                                                                                           | Do.         |
|                         |                                                                      |              |                                                                                           | July 21.    |
|                         |                                                                      |              |                                                                                           |             |
| Arkansas Valley-----    |                                                                      |              |                                                                                           |             |
|                         |                                                                      |              |                                                                                           |             |
| Northern-----           |                                                                      |              |                                                                                           |             |
|                         |                                                                      |              |                                                                                           |             |



## Wage rates in selected farm activities—Continued

| State and agricultural reporting area                                      | Crop-wage area and activity                                      | 1954            |                                           | 1953                        |                                    |
|----------------------------------------------------------------------------|------------------------------------------------------------------|-----------------|-------------------------------------------|-----------------------------|------------------------------------|
|                                                                            |                                                                  | Date of finding | Wage rate or range                        | Wage rate or range          | Date of finding (or survey period) |
| Colorado—Continued<br>Northern—Continued                                   | Sterling sugar beet (summer work):<br>Thinning, hoeing, weeding. |                 |                                           |                             |                                    |
|                                                                            | Weld County pickle picking:<br>Up to 1¼ inches diameter.         | July 21         | \$2.125-\$2.50 per hundredweight.         |                             |                                    |
|                                                                            | 1¼ to 1¾ inches diameter.                                        | do              | \$0.45-\$1 per hundredweight.             |                             |                                    |
|                                                                            | 1¾ to 1¾ inches diameter.                                        | do              | \$0.25-\$0.75 per hundredweight.          |                             |                                    |
| Georgia:<br>Upper south central.<br>Southwest (upper south central, 1953). | 1¾ to 2 inches diameter.                                         | do              | \$0.125-\$0.45 per hundredweight.         |                             |                                    |
|                                                                            | Weld County sugar beet: Thinning, hoeing, weeding.               |                 |                                           | \$4.50 to \$13.50 per acre. | Do.                                |
|                                                                            | Crisp County cotton: Picking (1st-2d).                           | Sept. 15        | \$3 per hundredweight.                    | \$3 per hundredweight.      | Oct. 2.                            |
|                                                                            | Dooly County cotton:<br>Picking.                                 |                 |                                           | \$2.50 per hundredweight.   | Sept. 8-9.                         |
| Southwest                                                                  | 1st.                                                             | Sept. 24        | \$2.50 per hundredweight.                 | \$3 per hundredweight.      | Oct. 7.                            |
|                                                                            | 2d.                                                              |                 |                                           | do                          | Do.                                |
|                                                                            | Worth County cotton:<br>Picking.                                 |                 |                                           | \$3-\$4 per hundredweight.  | Oct. 5.                            |
|                                                                            | 1st-2d.                                                          |                 |                                           | \$3 per hundredweight.      | Sept. 17.                          |
| Idaho:<br>Nez Perce                                                        | Pulling.                                                         |                 |                                           | do                          | Oct. 5.                            |
|                                                                            | Nez Perce County pea pitching (non-irrigated land).              |                 |                                           | \$0.85 per hour.            | July 27-31.                        |
|                                                                            | Southwestern multierop:<br>Corn detassling.                      | July 24.        | \$0.80-\$1 per hour.                      |                             |                                    |
|                                                                            | Row crop harvest, small seed.                                    | Aug. 14.        | \$0.80 per hour.                          |                             |                                    |
| Southwestern                                                               | Southwestern multierop:<br>Corn hoeing.                          | June 11.        | \$0.85 per hour.                          |                             |                                    |
|                                                                            | Onion weeding.                                                   | June 25.        | \$0.80-\$0.85 per hour or \$8 per acre.   |                             |                                    |
|                                                                            | Corn picking.                                                    | do              | \$0.80-\$0.85 per hour.                   |                             |                                    |
|                                                                            | Lima bean pitching:<br>Day shift.                                | Sept. 24.       | ½ cent per pound.                         |                             |                                    |
|                                                                            | Night shift.                                                     | do              | \$0.80 per hour.                          |                             |                                    |
|                                                                            | Southwestern hop: Harvest.                                       |                 | \$0.85 per hour.                          |                             |                                    |
|                                                                            | Southwestern prune: Harvest.                                     |                 |                                           | \$0.90-\$1 per hour.        | Sept. 14-18.                       |
|                                                                            | Southwestern sugar beet:<br>Thinning and weeding.                | June 25.        |                                           | \$0.30 per box (lug).       | Do.                                |
|                                                                            | Thinning.                                                        | June 3.         | \$6-\$10 per acre.<br>\$15-\$25 per acre. |                             |                                    |

|                                 |                                                                                                                                                                                                                                                               |                                                                             |                                                                                                                                                                                    |                                                                                                                                      |                                                     |
|---------------------------------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-----------------------------------------------------------------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|--------------------------------------------------------------------------------------------------------------------------------------|-----------------------------------------------------|
| Louisiana:<br>Delta cotton..... | East-West Carroll Parish cotton:<br>picking.....                                                                                                                                                                                                              |                                                                             |                                                                                                                                                                                    | \$2.50-\$3 per hundred weight.....<br>\$2-\$2.75 per hundred weight.....<br>\$2-\$2.50.....                                          | Oct. 8, 22.<br>Sept. 21-22.<br>Sept. 11.            |
| Lower Red River cotton.....     | Natchitoches Parish cotton: Picking.....                                                                                                                                                                                                                      |                                                                             |                                                                                                                                                                                    | \$2.50-\$3 per hundred weight.....<br>\$2.50-\$2.75 per hundred weight.....<br>\$2-\$2.50 per hundred weight.....<br>\$2.50-\$3..... | Dec. 2.<br>Oct. 7-21.<br>Sept. 21-22.<br>Mar. 4-18. |
| Michigan:<br>Bay City.....      | Augres onion: Topping.....<br>Bay City pickle:<br>Hoeing and training vines.....<br>Harvest.....                                                                                                                                                              | Aug. 6.<br>Sept. 1.<br>July 27-29.....                                      | \$0.70 per hour.....<br>½ value of crop.....<br>do.....                                                                                                                            | \$0.10 per bushel crate.....                                                                                                         | Oct. 5.                                             |
| Benton Harbor.....              | Bay City sugar beet:<br>Hand blocking, thinning.....<br>Hoeing.....<br>1st.....                                                                                                                                                                               | July 20.....<br>July 30.....<br>do.....<br>Sept. 1.....                     | \$10-\$13 per acre.....<br>\$5 per acre.....<br>\$3.50 per acre.....<br>½ value of crop.....                                                                                       |                                                                                                                                      |                                                     |
| Lansing.....                    | Southwestern pickle: Harvest.....<br>Lansing apple: Harvesting for storage.....<br>Lansing muck crop: Weeding and<br>hoeing.....<br>Lansing pickle:<br>Hoeing and training vines.....<br>Harvest.....                                                         | July 27.....<br>Aug. 6.<br>Sept. 1.....                                     | \$0.60-\$0.70 per hour.....<br>\$0.70 per hour.....<br>½ value of crop.....                                                                                                        | ½ value of crop.....<br>\$0.15-\$0.20 per bushel crate.....                                                                          | Aug. 16-17.<br>Sept. 30.                            |
|                                 | Lansing sugar beet:<br>Hand blocking and thinning.....<br>28-inch rows.....<br>26-inch rows.....<br>Hoeing, 1st.....<br>26-inch rows.....<br>28-inch rows.....<br>Hoeing, 2d.....<br>26-inch rows.....<br>28-inch rows.....                                   | Aug. 4.....<br>July 29.....<br>July 29.....                                 | \$11 per acre.....<br>\$13 per acre.....<br>\$5.75 per acre.....<br>\$5 per acre.....<br>\$3.75 per acre.....<br>\$3 per acre.....                                                 | ½ value of crop.....                                                                                                                 | July 28-31.                                         |
|                                 | Stockbridge muck vegetable: Onion<br>weeding, 2d and successive.<br>Stockbridge-Parma muck onion: Har-<br>vest, topping.....                                                                                                                                  |                                                                             |                                                                                                                                                                                    | \$0.60-\$0.70 per hour.....<br>\$0.08-\$0.15 per bushel crate.....                                                                   | July 1-15.<br>Aug. 26-31.                           |
| Manistee.....                   | Manistee pickle: Harvest.....<br>Manistee muck: Weeding and hoeing.....<br>Manistee sugar beet:<br>Hoeing, 1st.....<br>26-inch rows.....<br>Hoeing, 2d.....<br>26-inch rows.....<br>28-inch rows.....<br>Hand blocking and thinning.....<br>26-inch rows..... | Sept. 1.....<br>Aug. 2.....<br>July 29.....<br>July 29.....<br>July 22..... | ½ value of crop.....<br>\$0.75 per hour.....<br>\$5.75 per acre.....<br>\$5 per acre.....<br>\$3.75 per acre.....<br>\$3 per acre.....<br>\$13 per acre.....<br>\$11 per acre..... | ½ value of crop.....                                                                                                                 | Aug. 10-15.                                         |

## Wage rates in selected farm activities—Continued

| State and agricultural reporting area | Crop-wage area and activity                                                        | 1954            |                        | 1953                                                                   |                                    |
|---------------------------------------|------------------------------------------------------------------------------------|-----------------|------------------------|------------------------------------------------------------------------|------------------------------------|
|                                       |                                                                                    | Date of finding | Wage rate or range     | Wage rate or range                                                     | Date of finding (or survey period) |
| Michigan—Continued                    |                                                                                    |                 |                        |                                                                        |                                    |
| Muskegon                              | Muskegon pickle: Harvest.                                                          | Sept. 1         | ½ value of crop        |                                                                        |                                    |
|                                       | Shelby-Hart cherry: Picking                                                        | Aug. 2          | \$0.70–\$0.75 per hour | \$0.50–\$0.60 per 25-pound lug                                         | July 22–25.                        |
|                                       | Muskegon pickle: Hoeing and training vines.                                        | do              | \$11 per acre          |                                                                        |                                    |
|                                       | Muskegon sugar beet: Hand blocking and thinning, 28-inch rows.                     |                 |                        |                                                                        |                                    |
| Pontiac                               | Pontiac pickle: harvest.                                                           | Sept. 1         | ½ value of crop        |                                                                        |                                    |
| Traverse City                         | Traverse City cherry: picking.                                                     |                 |                        | \$0.50–\$0.60 per 25-pound lug                                         | July 16–20.                        |
|                                       | Traverse City pickle: Harvest.                                                     | Sept. 1         | ½ value of crop        |                                                                        |                                    |
| Missouri:                             |                                                                                    |                 |                        |                                                                        |                                    |
| Bootheel                              | Southeast Missouri Cotton: Picking                                                 |                 |                        | \$3 per hundredweight<br>\$3 per hundredweight                         | Oct. 6.<br>Sept. 14–18.            |
| Montana:                              |                                                                                    |                 |                        |                                                                        |                                    |
| Eastern                               | Eastern sugar beet: Blocking and thinning, irrigated land.                         |                 |                        | \$12.50–\$14.50 per acre                                               | June 15–19.                        |
| Southern sugar beet                   | Southern sugar beet: Thinning                                                      |                 |                        | \$14.50 per acre (without machine)<br>\$12.50 per acre (with machine). | Do.                                |
| Western fruit and sugar beet.         | Western fruit and sugar beet: Hoe and finger-thinning without machine thinning.    |                 |                        | \$13.50 per acre.                                                      | Do.                                |
| New Mexico:                           |                                                                                    |                 |                        |                                                                        |                                    |
| Artesia                               | Artesia multicrop (general and pre-harvest cotton): Picking                        | July 19         | \$0.50 per hour        | \$2.50–\$3<br>\$2.50–\$3 per hundredweight                             | Sept. 25.<br>Oct. 9, 23.           |
|                                       | General farm labor                                                                 | do              | \$0.60 per hour        | Ball, \$1.55 per hundredweight                                         | Nov. 6, 20.<br>Dec. 4.             |
| Carlsbad                              | Tractor operation                                                                  |                 |                        |                                                                        |                                    |
|                                       | Carlsbad multicrop (preharvest cotton and alfalfa cultivation): General farm labor |                 |                        |                                                                        |                                    |
|                                       | Irrigation:                                                                        |                 |                        |                                                                        |                                    |
|                                       | Day                                                                                |                 | \$0.50 per hour        |                                                                        |                                    |
|                                       | Night                                                                              |                 | do                     |                                                                        |                                    |
|                                       | Tractor operation                                                                  |                 | \$0.55 per hour        |                                                                        |                                    |
|                                       | Picking                                                                            |                 | \$0.60–\$0.70 per hour |                                                                        |                                    |
|                                       | Pulling holls                                                                      |                 |                        | \$2.25 per hundredweight                                               | Sept. 25.                          |
|                                       |                                                                                    |                 |                        | \$2.25–\$2.50 per hundredweight                                        | Dec. 4.                            |
|                                       |                                                                                    |                 |                        | \$2.25 per hundredweight                                               | Oct. 9.                            |
|                                       |                                                                                    |                 |                        | \$1.50 per hundredweight                                               | Dec. 4.                            |

|                        |                                                                                                                                                   |                         |                                                            |                                                                                                                                                                                     |                                                 |
|------------------------|---------------------------------------------------------------------------------------------------------------------------------------------------|-------------------------|------------------------------------------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-------------------------------------------------|
| Roswell.....           | Chaves County multierop preharvest,<br>general and preharvest cotton:<br>Irrigation.....                                                          | July 19.....<br>do..... | \$0.50-\$0.75 per hour.....<br>\$0.50-\$0.60 per hour..... | .....                                                                                                                                                                               | Dec. 4.<br>Oct. 9.<br>Dec. 4.                   |
| Silver City.....       | Animas-Virden-Plyas Valley cotton:<br>Picking.....<br>Short staple.....<br>Pulling.....                                                           | .....                   | .....                                                      | \$2.05-\$3 per hundredweight.....<br>\$2.05 per hundredweight.....<br>\$1.50-\$1.75 per hundredweight.....                                                                          | .....                                           |
| .....                  | Animas-Virden-Plyas Valley multi-<br>crop:<br>General and preharvest cotton.....                                                                  | July 19.....            | \$0.50-\$0.60 per hour.....                                | .....                                                                                                                                                                               | .....                                           |
| .....                  | General farm labor:<br>Irrigation:<br>Day.....<br>Night.....                                                                                      | .....                   | \$0.55 per hour.....<br>\$0.60 per hour.....<br>do.....    | .....                                                                                                                                                                               | .....                                           |
| Hobbs.....             | Tractor operation.....<br>Lea County cotton:<br>Picking, 1st.....<br>Picking.....<br>Pulling, 1st.....<br>Pulling bolls.....                      | .....                   | .....                                                      | \$1.75-\$2.05 per hundredweight.....<br>\$2.05 per hundredweight.....<br>\$1.50-\$1.75 per hundredweight.....<br>\$1.75 per hundredweight.....<br>\$2.50-\$3 per hundredweight..... | Oct. 7.<br>Nov. 6.<br>Oct. 7.<br>Dec. 4.<br>Do. |
| Las Cruces.....        | Luna County cotton: Picking.....<br>Mesilla Valley cotton:<br>Picking:<br>1st.....<br>Long staple.....<br>Short staple.....<br>Pulling bolls..... | .....                   | .....                                                      | .....                                                                                                                                                                               | Oct. 9.<br>Dec. 4.<br>Do.<br>Do.                |
| Hobbs.....             | Lea County multierop preharvest,<br>general and preharvest cotton:<br>General farm labor.....<br>Irrigation.....<br>Tractor operation.....        | July 19.....<br>do..... | \$0.50 per hour.....<br>do.....<br>\$0.60 per hour.....    | .....                                                                                                                                                                               | .....                                           |
| Las Cruces.....        | Mesilla Valley multierop preharvest,<br>general and preharvest cotton:<br>General farm labor.....<br>Tractor operation.....                       | July 19.....            | \$0.50 per hour.....<br>\$0.60-\$0.70 per hour.....        | .....                                                                                                                                                                               | .....                                           |
| Middle Rio Grande..... | Socorro County cotton: Picking:<br>Short staple.....<br>Long staple.....<br>Tularosa cotton: Picking.....                                         | .....                   | .....                                                      | \$2.25-\$2.75 per hundredweight.....<br>\$4-\$5 per hundredweight.....<br>\$2.05 per hundredweight.....<br>do.....                                                                  | Do.<br>Do.<br>Do.<br>Oct. 9.                    |
| Alamogordo.....        | .....                                                                                                                                             | .....                   | .....                                                      | .....                                                                                                                                                                               | .....                                           |
| Roswell.....           | Chaves County cotton:<br>Picking.....<br>Pulling bolls.....                                                                                       | .....                   | .....                                                      | \$2.75-\$3. per hundredweight.....<br>\$2.50-\$3. per hundredweight.....<br>\$1.75-\$2. per hundredweight.....                                                                      | Dec. 4.<br>Oct. 9.<br>Dec. 4.                   |



## Wage rates in selected farm activities—Continued

| State and agricultural reporting area                                | Crop-wage area and activity                          | 1954            |                               | 1953                                                  | Date of finding (or survey period)                                        |
|----------------------------------------------------------------------|------------------------------------------------------|-----------------|-------------------------------|-------------------------------------------------------|---------------------------------------------------------------------------|
|                                                                      |                                                      | Date of finding | Wage rate or range            |                                                       |                                                                           |
| Oregon:<br>Northeastern.<br>Rogue River Valley                       | Umatilla County pea: Pitching                        |                 |                               | \$11.25 per 12-hour shift                             | July 13-14.                                                               |
|                                                                      | Jackson County Fruit:<br>Pear harvest:               |                 |                               | \$1.30 per hour base                                  | Aug. 25 -<br>Sept. 15;<br>Sept. 30<br>(date of<br>additional<br>finding). |
|                                                                      | Cold storage labor                                   |                 |                               |                                                       | Do.                                                                       |
|                                                                      | Field labor and swamping                             |                 |                               | \$1.10-\$1.25 per hour                                | Aug. 25 -<br>Sept. 15;<br>Sept. 30<br>(date of<br>additional<br>finding). |
| Tennessee:<br>Northwest                                              | Packhouse labor                                      |                 |                               | \$1.15 per hour base                                  | Do.                                                                       |
|                                                                      | Picking by box                                       |                 |                               | Bartlett: \$0.12 per 40-pound lug for<br>1st picking. | Aug. 25 -<br>Sept. 15.                                                    |
|                                                                      |                                                      |                 |                               | \$0.13 per 40-pound lug for 2d picking                |                                                                           |
|                                                                      |                                                      |                 |                               | D'Anjous: \$0.14 per 40-pound lug                     |                                                                           |
| Texas:<br>Black Prairies-Cross<br>Timber                             | Pears: \$0.12-\$0.14 per 40-pound lug                |                 |                               | \$1 per hour                                          | Sept. 30<br>(date of<br>finding).<br>Sept. 3-9.                           |
|                                                                      | Josephine County hop: Harvest laborer.               |                 |                               |                                                       |                                                                           |
|                                                                      | Lake County cotton: Chopping                         |                 |                               | \$0.50 per hour                                       | July 4-17.                                                                |
|                                                                      | Lake County cotton: Picking                          | Sept. 24        | \$3 per hundred weight        | \$3 per hundred weight                                | Oct. 5.                                                                   |
| Texas:<br>Black Prairies-Cross<br>Timber                             | 1st and 2d                                           |                 |                               | \$2.50 per hundred weight                             |                                                                           |
|                                                                      | 1st                                                  |                 |                               |                                                       |                                                                           |
|                                                                      | North Bowie County cotton:<br>Harvest picking        |                 |                               |                                                       |                                                                           |
|                                                                      | Scraping                                             |                 |                               |                                                       |                                                                           |
| High Rolling Plains.<br>High Rolling Plains<br>(Llano-Coastal 1953). | Snapping                                             |                 |                               | \$2.50-\$3 per hundred weight                         | Dec. 4.                                                                   |
|                                                                      | Bailey County cotton: Harvest pulling.               |                 |                               | \$2-\$2.50 per hundred weight                         | Oct. 9.                                                                   |
|                                                                      |                                                      |                 |                               | \$3 per hundred weight                                | Dec. 4.                                                                   |
|                                                                      |                                                      |                 |                               | \$2 per hundred weight                                | Do.                                                                       |
| High Rolling Plains<br>(Llano-Coastal 1953).                         | \$1.50-\$1.75 per hundred weight                     |                 |                               | do.                                                   | Do.                                                                       |
|                                                                      |                                                      |                 |                               |                                                       | Oct. 9.                                                                   |
|                                                                      |                                                      |                 |                               | \$2.50-\$2.75 per hundred weight                      | Sept. 2.                                                                  |
|                                                                      |                                                      |                 |                               |                                                       |                                                                           |
| High Rolling Plains<br>(Llano-Coastal 1953).                         | Sept. 20                                             |                 | \$2-\$2.75 per hundred weight |                                                       |                                                                           |
|                                                                      |                                                      |                 |                               |                                                       |                                                                           |
|                                                                      |                                                      |                 |                               |                                                       |                                                                           |
|                                                                      |                                                      |                 |                               |                                                       |                                                                           |
| High Rolling Plains<br>(Llano-Coastal 1953).                         | Bryan-Navasota County cotton: Picking.               |                 |                               |                                                       |                                                                           |
|                                                                      | ing.                                                 |                 |                               |                                                       |                                                                           |
|                                                                      | Bryan-Navasota County cotton:<br>Scraping (snapping) | do.             | \$2 per hundred weight        | \$2 per hundred weight                                | Oct. 2.                                                                   |
|                                                                      | Snapping.                                            | do.             | \$1.50-\$2 per hundred weight | \$1.75-\$2 per hundred weight                         | Sept. 16, Oct. 2.                                                         |

|                     |                                 |             |                                 |                                 |            |
|---------------------|---------------------------------|-------------|---------------------------------|---------------------------------|------------|
| High Rolling Plains | Crosby County cotton: Pulling   | July 14-24  | \$0.50-\$0.60 per hour          | \$1.50 per hundredweight        | Oct. 2.    |
|                     | Dawson County cotton: Chopping  | Sept. 20-30 | \$1.50-\$1.75 per hundredweight |                                 |            |
|                     | Pulling                         | Sept. 20    | \$1.50-\$2 per hundredweight    |                                 |            |
|                     | Fisher County cotton: Pulling   |             |                                 |                                 |            |
|                     | Floyd County cotton: Chopping   | July 14-24  | \$0.50-\$0.60 per hour          | \$1.50 per hundredweight        | Nov. 27.   |
|                     | Pulling                         |             |                                 |                                 |            |
|                     | Gaines County cotton: Chopping  | July 14-24  | \$0.50-\$0.60                   |                                 |            |
|                     | Pulling                         | Sept. 20-30 | \$1.50-\$1.75 per hundredweight |                                 |            |
|                     | Hale County cotton: Chopping    | July 14-24  | \$0.50-\$0.60 per hour          |                                 |            |
|                     | Pulling                         | Dec. 4      | \$1.25-\$1.75 per hundredweight |                                 |            |
|                     | Pulling                         | Oct. 9      | \$1.50-\$1.75 per hundredweight | \$1.50-\$2 per hundredweight    | Nov. 27.   |
|                     | Haskell County cotton: Pulling  | July 14-24  | \$0.50-\$0.60 per hour          |                                 |            |
|                     | Hockley County cotton: Chopping | do          | \$0.50-\$0.60 per hour          |                                 |            |
|                     | Howard County cotton: Chopping  | Sept. 20-30 | \$1.50-\$1.75 per hundredweight |                                 |            |
|                     | Pulling                         | Sept. 23-24 | \$1.75-\$2 per hundredweight    | \$1.50-\$2 per hundredweight    | Dec. 4.    |
|                     | Jones County cotton: Pulling    |             |                                 |                                 |            |
|                     | Knox County cotton: Pulling     |             |                                 |                                 |            |
|                     | Lamb County cotton: Chopping    | July 14-24  | \$0.50-\$0.60 per hour          | \$1.25-\$1.75 per hundredweight | Oct. 2.    |
|                     | Pulling                         |             |                                 |                                 |            |
|                     | Labbeck County cotton: Chopping | July 14-24  | \$0.50-\$0.60 per hour          | \$1.25-\$1.75 per hundredweight | Oct. 9.    |
|                     | Pulling                         |             |                                 |                                 |            |
|                     | Lynn County cotton: Chopping    | July 20     | \$0.40-\$0.60 per hour          |                                 |            |
|                     | Pulling                         | Sept. 30    | \$1.50-\$1.55 per hundredweight | \$1.40-\$1.50 per hundredweight | Oct. 2.    |
|                     | Martin County cotton: Chopping  | July 23     | \$0.50 per hour                 | \$0.50 per hour                 |            |
|                     | Pulling                         | Sept. 23    | \$1.55-\$1.75 per hundredweight |                                 |            |
|                     | Pulling                         | do          |                                 |                                 |            |
|                     | Mitchell County cotton: Pulling | Sept. 27    | \$1.50-\$1.75 per hundredweight | \$2 per hundredweight           | Nov. 13.   |
|                     | Mumford County cotton: Snapping |             |                                 |                                 |            |
|                     | Nolan County cotton: Pulling    | Sept. 23-4  | \$1.75-\$2 per hundredweight    |                                 |            |
|                     | Scurry County cotton: Pulling   | do          | do                              | \$1.50-\$2 per hundredweight    | Nov. 27.   |
|                     | Swisher County cotton: Pulling  |             |                                 |                                 |            |
|                     | Terry County cotton: Chopping   | July 15     | \$0.45-\$0.60 per hour          |                                 |            |
|                     | Pulling                         | Sept. 30    | \$1.50-\$1.55 per hundredweight | \$1.50-\$1.75 per hundredweight | Oct. 9.    |
|                     | Parmer County cotton: Pulling   |             |                                 | do                              | Oct. 2.    |
|                     | Mumford cotton: Snapping        |             |                                 |                                 |            |
|                     | Cedar City potato: Harvesting   |             |                                 | \$0.05-\$0.06 per 1/2 sack      | Oct. 2.    |
|                     | Provo cherry: Harvesting:       |             |                                 |                                 |            |
|                     | Red                             |             |                                 |                                 |            |
|                     | Sweet                           |             |                                 |                                 |            |
|                     | Picking with stems, sweet       | July 7      | \$0.03 per pound                | \$0.03 1/2 per pound            | July 5-11. |
|                     |                                 |             |                                 | \$0.02-\$0.02 1/2 per pound     |            |
|                     | High Rolling Plains             |             |                                 |                                 |            |
|                     | (Llano-coastal, 1953).          |             |                                 |                                 |            |
|                     | Llano-coastal                   |             |                                 |                                 |            |
|                     | Utah:                           |             |                                 |                                 |            |
|                     | Southern                        |             |                                 |                                 |            |

## Wage rates in selected farm activities—Continued

| State and agricultural reporting area                                       | Crop-wage area and activity                                 | 1954            |                      | 1953                           |                                    |
|-----------------------------------------------------------------------------|-------------------------------------------------------------|-----------------|----------------------|--------------------------------|------------------------------------|
|                                                                             |                                                             | Date of finding | Wage rate or range   | Wage rate or range             | Date of finding (or survey period) |
| Washington:<br>North Central.....                                           | Chelan-Douglas County apple: Strip picking (Delicious)..... | -----           | -----                | \$0.12-\$0.14 per 35-pound box | Oct. 7.                            |
|                                                                             | Okanogan apple: Picking (Delicious).....                    | -----           | -----                | \$0.12-\$0.14 per 35-pound box | Oct. 2.                            |
|                                                                             | Mount Vernon pea: Picking.....                              | -----           | -----                | \$1 per hour                   | Aug. 18-25.                        |
|                                                                             | Walla Walla canning pea: Green pea vine picking.....        | July 16         | \$0.95 per hour      | -----                          | -----                              |
| Wyoming:<br>Northwest and south-<br>west sugar beet.<br>Northwest beet..... | Walla Walla sugar beet:<br>Hand blocking and thinning.....  | May 20          | \$15-\$22 per acre   | \$1 per hour                   | Aug. 3-5.                          |
|                                                                             | Irrigation.....                                             | -----           | -----                | (2)                            | June 29.                           |
|                                                                             | Northwest and southwest sugar beet:<br>Topping.....         | -----           | -----                | -----                          | -----                              |
|                                                                             | Northwest sugar beet: Thinning, hoe-<br>ing, weeding.....   | June 25         | \$0.65 per hour      | -----                          | -----                              |
|                                                                             | Southwest sugar beet: Thinning,<br>weeding, blocking.....   | -----do-----    | \$0.65 per hour      | -----                          | -----                              |
|                                                                             | -----                                                       | -----           | \$4-\$13.50 per acre | -----                          | -----                              |
|                                                                             | -----                                                       | -----           | -----                | -----                          | -----                              |
|                                                                             | -----                                                       | -----           | -----                | -----                          | -----                              |

\* Rates for pulling and topping sugar beets prevailing in the northwest and southwest sugar beet areas of Wyoming:

| Average tons per acre for the farm: | Rate  |        | Average tons per acre for the farm—Continued | Rate    |
|-------------------------------------|-------|--------|----------------------------------------------|---------|
|                                     | per   | ton    |                                              | per ton |
| 4                                   | ----- | -----  | 13                                           | -----   |
| 5                                   | ----- | \$2.05 | 14                                           | 1.52    |
| 6                                   | ----- | 1.95   | 15                                           | 1.49    |
| 7                                   | ----- | 1.85   | 16                                           | 1.46    |
| 8                                   | ----- | 1.80   | 17                                           | 1.43    |
| 9                                   | ----- | 1.75   | 18                                           | 1.41    |
| 10                                  | ----- | 1.70   | 19                                           | 1.39    |
| 11                                  | ----- | 1.65   | 20                                           | 1.37    |
| 12                                  | ----- | 1.60   | -----                                        | 1.35    |
|                                     | ----- | 1.55   | -----                                        | -----   |

EXHIBIT II-A.—Farm wage rates for seasonal activities—hourly rates,\* Apr. 1 to May 31, 1953

| TREE FRUITS |  |          |  |         |  |        |  |                     |  | NUTS   |  | BERRIES |  | OTHER FRUIT |  |         |  | PEAS   |  |        |  | ROW CROPS         |  |       |  |      |  |     |  |          |  |         |  |           |  |             |  |        |  |            |  |                 |  |         |  |        |  |      |  |         |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |
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| APPLES      |  | CHERRIES |  | PEACHES |  | CITRUS |  | MISCL. & UNCLASSFD. |  | PECANS |  | FRUIT   |  | MISCL.      |  | STRAWB. |  | MISCL. |  | WELONS |  | MISCL. UNCLASSFD. |  | GREEN |  | LYMA |  | DRY |  | SNOCCOLI |  | CABBAGE |  | CARROTS   |  | CAULIFLOWER |  | CELERY |  | SWEET CORN |  | PICKLE CUCUMBER |  | LETTUCE |  | ONIONS |  | PEAS |  | PEPPERS |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |
|             |  |          |  |         |  |        |  |                     |  |        |  |         |  |             |  |         |  |        |  |        |  |                   |  |       |  |      |  |     |  |          |  |         |  | Cranberry |  |             |  |        |  |            |  |                 |  |         |  |        |  |      |  |         |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |

\*Daily rates shown when hourly rates not available.

Activities in this table are preharvest except where symbol H is used which indicates harvest.

Source: In-Season Farm Labor Reports (ES-223) submitted by State employment security agencies and State Farm Labor Bulletins.





EXHIBIT II-A.—Farm wage rates for seasonal activities—hourly rates,\* Apr. 1 to May 31, 1953—Continued

| REGION                  | ROW CROPS (ROW)   |           |             |                        |                   | FIELD CROPS       |                            |             |                |               |               |          |                |                  |            | GENERAL FARM WORK   |             |                            |                      |                                    | MISCL.   |                    |
|-------------------------|-------------------|-----------|-------------|------------------------|-------------------|-------------------|----------------------------|-------------|----------------|---------------|---------------|----------|----------------|------------------|------------|---------------------|-------------|----------------------------|----------------------|------------------------------------|----------|--------------------|
|                         | SPINACH<br>GREENS | TOMATOES  | ASPARAGUS   | MISCL.<br>UNCLASSIFIED | WHITE<br>POTATOES | SWEET<br>POTATOES | TOBACCO                    | COTTON      | SUGAR<br>BEETS | SUGAR<br>CANE | FIELD<br>CORN | WHEAT    | SMALL<br>GRAIN | HAY &<br>ALFALFA | IRRIGATION | LAND<br>PREPARATION | PLANTING    | PLANT, WEED<br>& CULTIVATE | FARM &<br>RANCH HAND | TRUCK &<br>TRACTOR DR.             |          | HOUSERY<br>FLOWERS |
| REGION I<br>Conn.       |                   |           |             |                        |                   |                   |                            |             |                |               |               |          |                |                  |            |                     |             |                            |                      |                                    |          |                    |
| Mass.                   |                   | .65       | H .75       | .60-1.00               | .75-1.00          |                   | .80-1.00                   |             |                |               |               |          |                |                  |            |                     |             |                            |                      |                                    |          |                    |
| Mass.                   |                   |           |             | .55-.75                |                   |                   |                            |             |                |               |               |          |                |                  |            |                     | 1.00        |                            | 1.00-1.25            |                                    |          | .70-1.50           |
| N. Hamp.                |                   |           |             |                        |                   |                   |                            |             |                |               |               |          |                |                  |            |                     |             |                            | .75                  |                                    |          |                    |
| Vermont                 |                   |           |             |                        |                   |                   |                            |             |                |               |               |          |                |                  |            |                     |             |                            |                      |                                    |          |                    |
| REGION II<br>New Jersey |                   |           | H .825-1.25 | .60-1.25               | .70-1.25          |                   |                            |             |                |               | .90-1.00      |          | .60-1.25       |                  |            |                     | .65-1.25    | .70-1.00                   | .65-1.25             | 1.00                               | 1.00     |                    |
| New York                | .70-.80           | .60-.85   |             |                        |                   |                   |                            |             |                |               |               |          |                |                  |            |                     |             |                            |                      |                                    |          | .75-1.25           |
| REGION III<br>Delaware  |                   | .65       | H .65       |                        |                   |                   |                            |             |                |               |               |          |                |                  |            |                     |             |                            |                      |                                    |          | .65                |
| Maryland                |                   | .65-.75   | H .65-.75   | .55-.60                |                   |                   |                            |             |                |               | .55-.60       |          |                |                  |            |                     | 8.00da      |                            | .55                  |                                    |          |                    |
| N. Carolina             |                   |           |             | .40-.50                |                   | .50-.75           | .35-.75                    | .30-.75     |                |               |               |          |                |                  |            |                     |             | .75                        | .75                  | .75                                |          | .75                |
| Penn.                   |                   |           |             |                        |                   |                   |                            |             |                |               |               |          |                |                  |            |                     |             |                            |                      |                                    |          |                    |
| Virginia                | H .60             |           | H .60       | Beets .75              |                   | .50-.75           |                            |             |                |               |               |          |                |                  |            |                     |             |                            |                      |                                    |          |                    |
| N. Virginia             |                   |           |             |                        |                   |                   |                            |             |                |               |               |          |                |                  |            |                     |             |                            |                      |                                    |          |                    |
| REGION IV<br>Alabama    |                   |           |             | 3.00da                 |                   |                   | 3.00da, 2.50-3.00da        |             |                |               |               |          |                | H .50 da         |            |                     |             |                            |                      | 4.00da                             |          |                    |
| Florida                 |                   | .45-.75   |             | .50-.75                | .50-.60           |                   |                            |             |                | .55-.75       |               |          |                |                  |            |                     |             |                            | 4.50-6.00da          |                                    |          | .45-.75            |
| Georgia                 |                   |           |             | H .40-.50              | .50               |                   | 4.00                       | .35-.75     |                | 3.00-4.00     |               |          | H .50-5.00     |                  |            |                     |             |                            | 3.00-4.00da          | .75                                |          | 4.00da             |
| Mississippi             |                   |           |             |                        |                   |                   |                            |             |                |               |               |          |                |                  |            |                     |             |                            |                      |                                    |          |                    |
| S. Carolina             |                   |           |             | 2.00-4.00da            |                   |                   |                            | 2.00-3.00da |                |               |               |          |                |                  |            |                     |             |                            |                      |                                    |          |                    |
| Tennessee               |                   |           |             |                        |                   |                   | .35-.55                    |             |                |               |               |          |                |                  |            |                     |             |                            |                      |                                    |          |                    |
| REGION V<br>Kentucky    |                   |           |             |                        |                   |                   |                            |             |                |               |               |          |                |                  |            | 2.00-6.00da         |             |                            | 3.50-6.00da          |                                    |          |                    |
| Michigan                |                   | .70-.85   | .65-.75     | .60-1.00               | .65-.75           |                   |                            |             | .65-.80        |               |               |          |                |                  |            |                     |             | .70-1.00                   | .70-1.25             |                                    |          | .75-1.00           |
|                         |                   |           | H .65-1.00  |                        |                   |                   |                            |             |                |               |               |          |                |                  |            |                     |             |                            |                      |                                    |          |                    |
| Ohio                    |                   | .65-.90   |             | .50-.90                |                   |                   |                            |             |                |               |               |          |                |                  |            |                     |             |                            | .50-.90              |                                    | .85-1.00 | .90-1.00           |
| REGION VI<br>Illinois   |                   | .70-.85   | .80         | .65-.85                | .75               |                   |                            |             | .75            |               |               |          | 1.00           |                  |            |                     |             |                            |                      |                                    |          | .75-.90            |
|                         |                   |           | H .70-.85   |                        |                   |                   |                            |             |                |               |               |          |                |                  |            |                     |             |                            |                      |                                    |          |                    |
| Indiana                 |                   | .75-.90   |             | .50-.75                |                   |                   |                            |             |                |               |               |          |                |                  |            |                     |             | .85                        |                      |                                    |          | .65                |
| Minnesota               |                   |           |             |                        |                   |                   |                            |             |                |               |               |          |                |                  |            |                     |             |                            |                      |                                    |          |                    |
| Wisconsin               |                   |           | H .75       | .75-1.00               |                   |                   |                            |             |                |               | .90-1.00      |          |                |                  |            | 1.00                |             | .85                        | .75                  | 1.00-1.25                          |          | .80                |
| REGION VII<br>Iowa      |                   |           |             | .90-1.00               |                   |                   |                            |             |                |               |               |          |                |                  |            |                     |             | 1.75                       | .75-1.25             | 1.00                               |          | .75-1.00           |
| Iowa                    |                   |           |             | .60                    |                   |                   |                            |             |                |               |               | 10.00da  |                | .90-1.00         |            | 8.00-10.00da        | 1.00-1.25   | 6.00da                     |                      | 10-12.00da Trk.<br>10-15.00da Cmb. |          | .80                |
| Missouri                |                   |           |             |                        |                   |                   | .40-.50                    |             |                |               |               |          |                |                  |            |                     |             |                            |                      | 6.00da                             |          |                    |
| Nebraska                |                   |           |             |                        |                   |                   |                            |             | .90            |               |               |          |                | H .50-1.25       |            | 1.00                |             | .87-1.03                   | 1.00-1.15            |                                    |          |                    |
| N. Dakota               |                   |           |             | .75-1.00               |                   |                   |                            |             |                |               |               |          | 6.00-7.00      |                  |            |                     |             | 5.00-9.00da                |                      |                                    |          |                    |
| S. Dakota               |                   |           |             |                        |                   |                   |                            |             |                |               |               |          |                |                  |            |                     |             |                            |                      |                                    |          |                    |
| REGION VIII<br>Arkansas |                   |           |             |                        |                   |                   | .30-.50                    |             |                |               |               |          |                |                  |            |                     |             |                            | .75                  |                                    |          |                    |
| Louisiana               |                   |           |             |                        | 4.00da            |                   | Chop 2-4.00<br>Pl 4-5.00da |             |                | 3.50-4.30     |               |          |                |                  |            |                     |             |                            |                      |                                    |          |                    |
| Oklahoma                | .75               |           |             |                        |                   |                   |                            |             |                |               |               |          |                | H .50            |            |                     |             |                            | 6.00-12.00da         |                                    |          |                    |
| Texas                   |                   | H .40-.60 |             | .40-.50                |                   |                   | .30-.50                    |             |                |               | .50-.60       |          |                | H .50            |            |                     | .40-.75     |                            | .40-.50              | .75-1.00                           |          |                    |
| REGION IX<br>Colorado   |                   | .60-.75   |             | .60-1.00               | .60-.85           |                   |                            |             | .60-.65        |               |               | .80-1.00 |                | H .90            |            | .80-1.00            | .80-1.00    |                            | .75-1.00             |                                    | 6.00da   |                    |
| Montana                 |                   |           |             |                        |                   |                   |                            |             |                |               |               |          | 6.00-10.00     | H .50-8.00       |            | 8.00da              | 6.00-8.00da |                            |                      |                                    |          |                    |
| New Mexico              |                   |           |             |                        |                   |                   |                            |             |                |               |               |          | .50-.60        | H .50-.60        | .50-.60    | .50-.75             |             | .50-.65                    | .50-.60              | .60-.75                            |          |                    |
| Utah                    |                   | .75-1.00  | .75-1.00    |                        |                   |                   |                            |             |                |               |               |          |                |                  |            |                     |             |                            |                      |                                    |          |                    |
| Wyoming                 |                   |           |             |                        |                   |                   |                            |             |                |               |               |          |                |                  |            |                     |             |                            | 5.00-8.00da          |                                    |          |                    |
| REGION X<br>Arizona     |                   | .60       |             |                        | .65               |                   | .60-.80                    |             |                |               |               |          | .80-1.00       | .60-1.00         | .60-.75    | .60-1.50            |             | .60-1.50                   |                      | .70-1.85                           |          |                    |
| California              |                   | .70-1.00  | H .80-.95   | .70-1.00               | .80-1.50          | .85-1.00          |                            | .50-.90     | .70-1.25       |               |               | .55-1.50 | H .80-1.50     |                  |            |                     | .85-1.10    |                            |                      |                                    |          |                    |
| Nevada                  |                   | .75       |             |                        |                   |                   |                            |             |                |               |               |          |                |                  |            |                     |             |                            | .65                  |                                    |          |                    |
| REGION XI<br>Idaho      |                   |           |             |                        |                   |                   |                            |             |                |               |               |          |                |                  |            |                     |             | .75-.90                    | 1.00                 |                                    |          |                    |
| Oregon                  |                   |           | H .80       |                        | 1.00              |                   |                            |             |                |               |               |          |                |                  |            |                     |             | .90-1.00                   | .85                  |                                    |          |                    |
| Washington              |                   |           | H .75       | .85-1.20               |                   |                   |                            |             | .85            |               |               |          | .80-1.00       |                  |            |                     | 1.00-1.25   |                            |                      |                                    |          | .75-1.00           |
|                         |                   |           | H .85       | .85-1.00               | 1.00              |                   |                            |             |                |               |               |          |                |                  |            |                     |             |                            |                      |                                    |          |                    |

\*Daily rates shown when hourly rates not available.

Activities in this table are preharvest except where symbol H is used which indicates harvest.

Source: In-Season Farm Labor Reports (RS-223) submitted by State employment security agencies and State Farm Labor Bulletins.



EXHIBIT II-A.—*Farm wage rates for seasonal activities—hourly rates,\* Sept. 1 to Oct. 31, 1953*

[illegible]

Daily rates shown when hourly rates not available.

harvest; in some cases, the symbol PH is used which indicates preharvest.

Source: 12-Season Farm Labor Reports (SS-223) submitted by State employment security agencies and State Farm Labor Bulletins.





EXHIBIT II-A.—Farm wage rates for seasonal activities—hourly rates,\* Sept. 1 to Oct. 31, 1953—Continued

|                          | ROW CROPS (CONT.) |              |           | FIELD CROPS           |                |                |              |            |             |                         |                   |          |                 | GENERAL FARM WORK |                |                  |           |                       |                   |                     | MISCL.    |          |
|--------------------------|-------------------|--------------|-----------|-----------------------|----------------|----------------|--------------|------------|-------------|-------------------------|-------------------|----------|-----------------|-------------------|----------------|------------------|-----------|-----------------------|-------------------|---------------------|-----------|----------|
|                          | SPINACH GREENS    | TOMATOES     | ASPARAGUS | MISCL. & UNCLASSIFIED | WHITE POTATOES | SWEET POTATOES | TOBACCO      | COTTON     | SUGAR BEETS | SUGAR CANE              | FIELD CORN        | WHEAT    | SMALL GRAIN     | HAY & ALFALFA     | IRRIGATION     | LAND PREPARATION | PRUNING   | PLANT, WEED CULTIVATE | PARK & RANCH HAND | TRUCK & TRACTOR DR. |           |          |
| SECTION I<br>Conn.       |                   |              |           | .40-1.00              |                |                | .80          |            |             |                         | .75-1.00          |          |                 |                   |                |                  |           |                       | 1.00              |                     |           |          |
| Maine                    |                   | .65          |           | .45-.75               | .80-1.00       |                | .60-1.00     |            |             |                         |                   |          |                 | 1.00              |                | 1.00             |           | .75-1.00              |                   |                     | .70-1.50  |          |
| Mass.                    |                   |              |           |                       |                |                |              |            |             |                         |                   |          |                 |                   |                |                  |           | .75                   |                   |                     |           |          |
| N. Hamp.                 |                   |              |           |                       |                |                |              |            |             |                         |                   |          |                 |                   |                |                  |           |                       |                   |                     |           |          |
| Vermont                  |                   |              |           |                       |                | .65-.85        |              |            |             |                         |                   |          |                 |                   |                |                  |           |                       |                   |                     |           |          |
| SECTION II<br>New Jersey |                   |              |           | .70-1.00              | .75-1.00       |                |              |            |             |                         | .75-1.25          | .75-1.25 | Orch. 1.00-1.25 | 1.00-1.25         |                |                  | .70       | .875-1.00             | .75-1.25          |                     | .75-1.25  |          |
| New York                 |                   | .65-.80      |           |                       |                |                |              |            |             |                         | .75               |          |                 |                   |                |                  |           |                       |                   |                     |           |          |
| SECTION III<br>Delaware  | .75               |              |           |                       |                | .75            | 6.00-10.00da |            |             |                         | 6.00-8.00da       |          |                 |                   |                |                  |           |                       | 8.00da            |                     |           |          |
| Maryland                 |                   |              |           |                       |                | .50-.70        | .25-.85      |            |             |                         | .55-.60           |          | PR.50           | .50               |                |                  |           |                       | .50-.65           |                     | .75       |          |
| N. Carolina              |                   | .65          |           | .65-.75               | .60-1.00       |                | .75-1.00     |            |             |                         | .75-1.00          |          |                 | 1.00              |                |                  |           |                       |                   |                     |           |          |
| Tenn.                    |                   |              |           |                       |                |                |              |            |             |                         |                   |          |                 |                   |                |                  |           |                       |                   |                     |           |          |
| Virginia                 |                   |              |           |                       |                |                |              |            |             |                         |                   |          |                 |                   |                |                  | .60-.75   |                       |                   |                     |           |          |
| S. Virginia              |                   |              |           |                       |                |                |              |            |             |                         |                   |          |                 |                   |                |                  |           |                       |                   |                     |           |          |
| SECTION IV<br>Alabama    |                   | PR.50-6.00da |           | .50-.70               |                |                | .75          |            |             |                         | 3.00-6.00da       |          |                 | 4.00da            |                |                  |           |                       |                   |                     |           |          |
| Florida                  |                   |              |           |                       |                |                | .40          |            |             |                         | 3.00-4.00da       |          |                 |                   |                |                  | 3.00-4.00 |                       | 3.00-5.00da       |                     | .75       |          |
| Georgia                  |                   |              |           |                       |                |                |              |            |             |                         |                   |          |                 |                   |                |                  |           |                       |                   |                     |           |          |
| Mississippi              |                   |              |           | 4.50da                |                |                | .75          |            |             |                         |                   |          |                 |                   |                |                  |           |                       |                   |                     |           |          |
| N. Carolina              |                   |              |           |                       |                |                |              |            |             |                         |                   |          |                 |                   |                |                  |           |                       |                   |                     |           |          |
| Tennessee                |                   |              |           |                       |                |                | 8.00-12.00da |            |             |                         |                   |          |                 | 8.00da            |                |                  |           |                       |                   |                     |           |          |
| SECTION V<br>Kentucky    |                   |              |           |                       |                |                |              |            |             |                         |                   |          |                 |                   |                |                  |           |                       |                   |                     |           |          |
| Michigan                 |                   | .75-1.00     |           | .65-1.00              | .65-.85        |                |              |            |             |                         | .85-1.00          |          | .85-1.00        |                   |                |                  |           |                       | .65-1.25          |                     |           | .65-1.00 |
| Ohio                     |                   |              |           | .67-1.00              | .75            |                |              |            |             |                         |                   |          |                 | .60-.75           |                |                  |           |                       |                   |                     | .75       |          |
| SECTION VI<br>Illinois   |                   |              |           | .75-1.00              |                |                |              |            | .85         |                         |                   |          |                 |                   | .60-.75        |                  |           |                       |                   |                     |           |          |
| Indiana                  |                   |              |           | .50-1.00              |                |                |              |            |             |                         |                   |          |                 |                   |                |                  |           |                       |                   |                     | 1.00-1.35 |          |
| Minnesota                |                   |              |           | .70-1.00              |                |                |              |            | 1.00-1.75   |                         | 1.00-1.25         |          | 1.25            | 1.00-1.25         |                |                  |           |                       |                   |                     | .90       |          |
| Wisconsin                |                   |              |           | .75-1.00              | .75-.85        |                |              |            | .85-1.00    |                         | .85-1.00          |          |                 |                   |                |                  |           |                       |                   |                     |           |          |
| SECTION VII<br>Iowa      |                   |              |           |                       |                |                |              |            |             |                         | .65-1.25          |          | .75             | 1.25              |                |                  | 1.75      |                       | 1.00-1.25         | 1.00                | .80       |          |
| Missouri                 |                   |              |           |                       |                | 1.00           |              |            |             |                         |                   |          |                 |                   |                |                  |           |                       | 1.00-1.25         | 5.00-7.00da         |           |          |
| Nebraska                 |                   |              |           |                       |                | 1.00           |              |            |             |                         | .80-1.00          |          |                 | 1.00-1.25         |                | 1.00             |           | .87-1.03              | 1.00              |                     |           |          |
| North Dakota             |                   |              |           |                       | 1.00-1.25      |                |              |            |             |                         |                   |          |                 |                   |                |                  |           |                       | 5.00-8.00da       | 1.00-1.25           |           |          |
| S. Dakota                |                   |              |           |                       |                |                |              |            |             |                         |                   |          |                 |                   |                |                  |           |                       |                   |                     |           |          |
| SECTION VIII<br>Arkansas |                   | .75          |           |                       |                |                |              |            |             |                         |                   |          |                 |                   |                |                  |           |                       | .75               |                     | .60       |          |
| Louisiana                |                   |              |           |                       |                | 3.50da         |              |            |             | 4.50-8.00<br>PR.50-3.90 | .75-1.00          |          |                 |                   |                |                  |           |                       |                   |                     |           |          |
| Oklahoma                 |                   |              |           | 1.00                  |                |                |              |            |             |                         | .50 PR.75-1.00    |          |                 | .50-1.00          |                |                  |           |                       | 1.00              |                     | .60       |          |
| Texas                    |                   |              |           | .40-.50               |                | .50            |              | .50-.75    |             |                         | .60-.75 PR.60-.75 |          | .50-.90         | .50-.75           |                | .35-.75          |           | .50                   | .50-.60           |                     |           |          |
| SECTION IX<br>Colorado   |                   | .60-.75      |           | .60-.75               | .60-1.00       |                |              |            | .60-1.35    |                         | .75-1.00          | 1.00     | .75-1.00        | .75-1.25          | .60-1.00       |                  |           |                       | .75-1.00          | 1.00-1.25           |           |          |
| Montana                  |                   |              |           | Red Beets 1.00        | 1.00           |                |              |            | 1.00        |                         |                   |          | 6.00-12.00da    | .75-1.00          | 8.00-10.00da   | 7.00-8.00da      |           | .75-1.00              | 7-15.00da         |                     |           |          |
| New Mexico               |                   | .50-.60      |           |                       |                | .75            |              | PR.50-.60  |             |                         |                   |          |                 | .45-.60           | .45-.60        |                  |           | .50-.75               | .50-1.00          | .60                 |           |          |
| Utah                     |                   |              |           |                       |                |                |              |            |             |                         |                   |          |                 | 1.00              |                |                  |           |                       |                   |                     |           |          |
| Wyoming                  |                   |              |           | .75-.80               |                |                |              |            |             |                         |                   |          |                 |                   |                |                  |           |                       | 1.00-1.25         |                     |           |          |
| SECTION I<br>Arizona     |                   |              |           | PR.75-.80             |                |                |              | PR.90-1.50 |             |                         |                   |          | .75             | .60-1.00          | Cotton .60-.80 |                  |           |                       | .60-.75           |                     |           |          |
| California               |                   | .80-1.00     |           | .70-1.00              | .80-1.50       | .85-1.00       |              | PR.80-.90  | .70-1.25    |                         | Silage 1.00-1.25  |          |                 | .80-1.50          |                |                  |           | .85-1.25              |                   | 5.00-9.00da         |           |          |
| Nevada                   |                   |              |           |                       |                |                |              |            |             |                         |                   |          |                 |                   |                |                  |           |                       |                   |                     |           |          |
| SECTION II<br>Idaho      |                   |              |           |                       | .80-1.50       |                |              |            |             |                         |                   |          | 9.00            | 1.00-1.25         |                |                  |           |                       |                   |                     | .85-1.00  |          |
| Oregon                   |                   |              |           | 1.00                  | 1.50           |                |              |            |             |                         |                   | 1.50     | 1.25            | 1.00-1.25         |                |                  |           | .90                   |                   |                     | .75-.85   |          |
| Washington               |                   |              |           | .75-1.38              |                |                |              |            | PR.85-1.25  |                         |                   |          | 1.00            | 1.00-1.50         |                |                  |           | 1.00-1.25             |                   |                     |           |          |

\*Daily rates shown when hourly rates not available.

Activities in this table are harvest except where symbol PR is used which indicates preharvest.

Source: In-Season Farm Labor Reports (ES-225) submitted by State employment security agencies and State Farm Labor Bulletins.

| Date |       | Description |  | Amount |  |
|------|-------|-------------|--|--------|--|
| 1890 | Jan 1 | Balance     |  | 100.00 |  |
|      | Feb 1 | Interest    |  | 1.00   |  |
|      | Mar 1 | Interest    |  | 1.00   |  |
|      | Apr 1 | Interest    |  | 1.00   |  |
|      | May 1 | Interest    |  | 1.00   |  |
|      | Jun 1 | Interest    |  | 1.00   |  |
|      | Jul 1 | Interest    |  | 1.00   |  |
|      | Aug 1 | Interest    |  | 1.00   |  |
|      | Sep 1 | Interest    |  | 1.00   |  |
|      | Oct 1 | Interest    |  | 1.00   |  |
|      | Nov 1 | Interest    |  | 1.00   |  |
|      | Dec 1 | Interest    |  | 1.00   |  |
| 1891 | Jan 1 | Balance     |  | 100.00 |  |
|      | Feb 1 | Interest    |  | 1.00   |  |
|      | Mar 1 | Interest    |  | 1.00   |  |
|      | Apr 1 | Interest    |  | 1.00   |  |
|      | May 1 | Interest    |  | 1.00   |  |
|      | Jun 1 | Interest    |  | 1.00   |  |
|      | Jul 1 | Interest    |  | 1.00   |  |
|      | Aug 1 | Interest    |  | 1.00   |  |
|      | Sep 1 | Interest    |  | 1.00   |  |
|      | Oct 1 | Interest    |  | 1.00   |  |
|      | Nov 1 | Interest    |  | 1.00   |  |
|      | Dec 1 | Interest    |  | 1.00   |  |

THIS ACCOUNT WAS OPENED AT THE BANK OF AMERICA, NEW YORK, ON JANUARY 1, 1890, AND CLOSING BALANCE WAS \$100.00.

EXHIBIT II-B.—Farm wage rates for seasonal activities—hourly rates,\* Apr. 1 to May 31, 1954

|             | TREE FRUITS |                             |                       |                                                                              | OTHER FRUITS AND NUTS |                            |                       |                                          | ROW CROPS   |                            |          |                        |                     |                      |  |
|-------------|-------------|-----------------------------|-----------------------|------------------------------------------------------------------------------|-----------------------|----------------------------|-----------------------|------------------------------------------|-------------|----------------------------|----------|------------------------|---------------------|----------------------|--|
|             | APPLES      | PEACHES                     | CITRUS                | MISCELLANEOUS & UNCLASSFD.                                                   | STRAWBERRIES          | MISCELLANEOUS BUSH BERRIES | MELONS                | MISCELLANEOUS & UNCLASSFD.               | PEANUTS     | ASPARAGUS                  | BEANS    | BROCCOLI & CAULIFLOWER | CABBAGE             | CARROTS              |  |
| REGION I    |             |                             |                       |                                                                              |                       |                            |                       |                                          |             |                            |          |                        |                     |                      |  |
| Conn.       |             |                             |                       |                                                                              |                       |                            |                       |                                          |             |                            |          |                        |                     |                      |  |
| Mass.       |             |                             |                       |                                                                              | .50-1.00              | .50-1.00                   |                       |                                          |             | H1.00-1.10<br>H6.00-9.00da |          |                        |                     |                      |  |
| Vermont     |             |                             |                       |                                                                              |                       |                            |                       |                                          |             |                            |          |                        |                     |                      |  |
| REGION II   |             |                             |                       |                                                                              |                       |                            |                       |                                          |             |                            |          |                        |                     |                      |  |
| New Jersey  |             | .65-.75                     |                       |                                                                              | .65-.75               | .65-.75                    |                       |                                          |             | H.65-.75                   |          |                        |                     |                      |  |
| New York    |             |                             |                       |                                                                              | .60-.80               | .60-.90                    |                       | Rhubarb<br>H1.00-1.25                    |             | H1.00-1.25                 | .65-1.00 |                        |                     |                      |  |
| REGION III  |             |                             |                       |                                                                              |                       |                            |                       |                                          |             |                            |          |                        |                     |                      |  |
| Delaware    |             |                             |                       |                                                                              |                       |                            |                       |                                          |             |                            |          |                        |                     |                      |  |
| Maryland    |             |                             |                       |                                                                              |                       |                            |                       |                                          |             | H.65-.75                   | .65      | .65<br>H.65            |                     |                      |  |
| No. Car.    |             | .30                         |                       |                                                                              |                       |                            |                       |                                          |             |                            | .60      |                        | .40-.60             |                      |  |
| REGION IV   |             |                             |                       |                                                                              |                       |                            |                       |                                          |             |                            |          |                        |                     |                      |  |
| Alabama     |             |                             |                       |                                                                              |                       |                            |                       |                                          | 4.00da      |                            |          |                        |                     |                      |  |
| Florida     |             |                             | .60-1.00<br>H.60-1.00 |                                                                              | .65-1.00<br>H.75      |                            | .50-1.00<br>H.50-1.50 |                                          | 3.50da      |                            | .50-.75  |                        |                     |                      |  |
| Georgia     |             | 2.00-4.00da<br>H3.00-4.00da |                       |                                                                              |                       |                            | 2.00-4.00da           |                                          | 2.50-4.00da |                            |          |                        | 2.00da              |                      |  |
| Mississippi |             |                             |                       |                                                                              |                       |                            |                       |                                          |             |                            |          |                        |                     |                      |  |
| So. Car.    |             | H.50                        |                       |                                                                              |                       |                            |                       |                                          |             |                            |          |                        |                     |                      |  |
| Tennessee   |             |                             |                       |                                                                              |                       |                            |                       |                                          |             |                            |          |                        |                     |                      |  |
| REGION V    |             |                             |                       |                                                                              |                       |                            |                       |                                          |             |                            |          |                        |                     |                      |  |
| Kentucky    |             |                             |                       |                                                                              |                       |                            |                       |                                          |             |                            |          |                        |                     |                      |  |
| Michigan    |             |                             |                       |                                                                              | .75-.90               | .60-1.00                   |                       |                                          |             | .60-.75<br>H.60-1.00       |          |                        |                     |                      |  |
| Ohio        |             |                             |                       |                                                                              | .85                   |                            |                       |                                          |             |                            |          |                        |                     |                      |  |
| REGION VI   |             |                             |                       |                                                                              |                       |                            |                       |                                          |             |                            |          |                        |                     |                      |  |
| Illinois    |             |                             |                       |                                                                              |                       |                            |                       |                                          |             | H.70-.85                   |          |                        |                     |                      |  |
| Indiana     |             |                             |                       |                                                                              |                       |                            |                       |                                          |             |                            |          |                        |                     |                      |  |
| Minnesota   |             |                             |                       |                                                                              |                       |                            |                       |                                          |             | .70-.80                    |          |                        |                     |                      |  |
| Wisconsin   |             |                             |                       |                                                                              |                       |                            |                       |                                          |             |                            | 1.00     |                        |                     |                      |  |
| REGION VII  |             |                             |                       |                                                                              |                       |                            |                       |                                          |             |                            |          |                        |                     |                      |  |
| Iowa        |             |                             |                       |                                                                              |                       |                            |                       |                                          |             |                            |          |                        |                     |                      |  |
| Kansas      |             |                             |                       |                                                                              |                       |                            |                       |                                          |             |                            |          |                        |                     |                      |  |
| Missouri    |             |                             |                       |                                                                              |                       |                            |                       |                                          |             |                            |          |                        |                     |                      |  |
| REGION VIII |             |                             |                       |                                                                              |                       |                            |                       |                                          |             |                            |          |                        |                     |                      |  |
| Arkansas    |             |                             |                       |                                                                              |                       |                            |                       |                                          |             |                            |          |                        |                     |                      |  |
| Louisiana   |             |                             |                       |                                                                              |                       |                            |                       |                                          |             |                            |          |                        |                     |                      |  |
| Oklahoma    |             |                             |                       |                                                                              |                       |                            |                       |                                          |             |                            |          |                        |                     |                      |  |
| Texas       |             |                             |                       | .35-.50                                                                      |                       | .50                        | .35-.75               |                                          | .50         | Castor.50                  |          |                        |                     | H.50                 |  |
| REGION IX   |             |                             |                       |                                                                              |                       |                            |                       |                                          |             |                            |          |                        |                     |                      |  |
| Colorado    |             | .80-.90                     |                       |                                                                              |                       |                            |                       |                                          |             | .75-1.00                   |          |                        |                     |                      |  |
| Montana     |             |                             |                       |                                                                              |                       | .75                        |                       |                                          |             |                            |          |                        |                     |                      |  |
| New Mexico  |             |                             |                       |                                                                              |                       |                            |                       |                                          |             |                            |          |                        |                     |                      |  |
| Utah        |             |                             |                       |                                                                              |                       |                            |                       |                                          |             |                            |          |                        |                     |                      |  |
| REGION X    |             |                             |                       |                                                                              |                       |                            |                       |                                          |             |                            |          |                        |                     |                      |  |
| Arizona     |             |                             |                       |                                                                              |                       |                            | .60-.75               | Grapes.60                                |             |                            |          |                        |                     | .60                  |  |
| California  | .85-1.25    | .75-1.00<br>H.90-.95        | H.60-.75              | Apricot.80-1.00<br>" H.85-.90<br>Cherry H.85-1.00<br>Plum.85-.95<br>H.80-.95 | H.70-1.00             | H1.00                      | .70-.95<br>H.70       | Grapes<br>.70-1.05<br>Grapes<br>H.70-.90 |             | H.65-.90                   | H.70-.85 | .80-.875<br>H.80-1.00  | .75-.85<br>H.75-.85 | .75-.85<br>H.75-.975 |  |
| REGION XI   |             |                             |                       |                                                                              |                       |                            |                       |                                          |             |                            |          |                        |                     |                      |  |
| Idaho       |             |                             |                       |                                                                              |                       |                            |                       |                                          |             |                            |          |                        |                     |                      |  |
| Oregon      | .90-1.00    |                             |                       |                                                                              | .75-1.00              | .85-1.00                   |                       | Rhubarb<br>H.85-1.00                     |             | .85-1.00                   | .80-1.50 |                        |                     |                      |  |
| Washington  |             |                             |                       |                                                                              | .80-1.00              | .80-1.00                   |                       | Rhubarb<br>1.00                          |             |                            |          |                        |                     |                      |  |

\*Daily rates shown when hourly rates not available.

Only States reporting activities during the period are included in the tabulation. Activities are preharvest except where symbol H is used which indicates harvest.

Sources: In-Season Farm Labor Reports (ES-223) and Farm Labor Bulletins submitted by State employment security agencies.





EXHIBIT II-B.—Farm wage rates for seasonal activities—hourly rates,\* Apr. 1 to May 31, 1954—Continued

|              | ROW CROPS (CONTINUED) |                        |                       |                     |          |             | SPINACH<br>& GREENS | TOMATOES                 | MISCELLANEOUS<br>& UNCLASSFD. | FIELD CROPS           |                   |                      |                             |             |
|--------------|-----------------------|------------------------|-----------------------|---------------------|----------|-------------|---------------------|--------------------------|-------------------------------|-----------------------|-------------------|----------------------|-----------------------------|-------------|
|              | CELERY                | PICKLES &<br>CUCUMBERS | LETTUCE               | ONIONS              | PEAS     | PEPPERS     |                     |                          |                               | WHITE<br>POTATOES     | SWEET<br>POTATOES | CORN                 | TOBACCO                     | COTTON      |
| REGION I     |                       |                        |                       |                     |          |             |                     |                          |                               |                       |                   |                      |                             |             |
| Conn.        |                       |                        |                       |                     |          |             |                     |                          |                               |                       |                   |                      | .80                         |             |
| Mass.        |                       |                        | 6.00-9.00da           | .50-1.00            |          | 6.00-9.00da |                     | 6.00-9.00da              | .45-1.10                      | .85-1.00              |                   |                      | .75-1.00                    |             |
| Vermont      |                       |                        |                       |                     |          |             |                     |                          |                               |                       |                   |                      |                             |             |
| REGION II    |                       |                        |                       |                     |          |             |                     |                          |                               |                       |                   |                      |                             |             |
| New Jersey   |                       |                        | H.75-1.00             |                     |          |             |                     | .65-.85                  | .65-.75                       | .85-1.00              |                   |                      |                             |             |
| New York     |                       |                        |                       | .65-.80             | .70-.90  |             |                     | .75-1.00                 | .60-1.00                      | .65-1.00              |                   | .65-1.00             |                             |             |
| REGION III   |                       |                        |                       |                     |          |             |                     |                          |                               |                       |                   |                      |                             |             |
| Delaware     |                       |                        |                       |                     | H.75     |             |                     |                          |                               |                       |                   |                      |                             |             |
| Maryland     |                       | .65-.75                |                       |                     | .75      |             | H.65                | .65-.75                  |                               | .65                   |                   | .65                  |                             |             |
| No. Carolina |                       |                        | .60                   |                     |          |             |                     |                          |                               | Squash<br>.35-.50     |                   |                      | 4.00da                      | .20-.50     |
| REGION IV    |                       |                        |                       |                     |          |             |                     |                          |                               |                       |                   |                      |                             |             |
| Alabama      |                       |                        |                       |                     |          |             |                     | 3.00da                   | H3.00-4.00da                  |                       |                   | 3.50-4.00da          | 2.75da                      | 2.00-4.00da |
| Florida      | .50-.75<br>H.50-.75   | .50-.75<br>H.40-.75    |                       |                     |          | .40-.60     |                     | .50-.75<br>H.4.00-7.00da | .50-.75<br>H.50-.75           | .50<br>H5.50-7.00da   |                   | .50-1.00<br>H.50-.75 | 4.00-5.00da<br>H.50-.85     | 3.50da      |
| Georgia      |                       | H.30                   | H2.00da               | H.30                |          | 3.00-4.00da |                     | H.40                     | H2.50-4.00da                  |                       | .40               |                      | 3.00-5.00da<br>H3.00-5.00da | 2.00-4.00da |
| Mississippi  |                       |                        |                       |                     |          |             |                     |                          |                               |                       |                   |                      |                             | 2.00-4.00da |
| So. Carolina |                       |                        |                       |                     |          |             |                     | H5.00                    | H3.00-4.00da                  |                       |                   |                      | 2.00-3.50da<br>H3.00-4.00da | 2.50-3.00da |
| Tennessee    |                       |                        |                       |                     |          |             |                     |                          |                               |                       |                   |                      |                             | .30-.50     |
| REGION V     |                       |                        |                       |                     |          |             |                     |                          |                               |                       |                   |                      |                             |             |
| Kentucky     |                       |                        |                       |                     |          |             |                     |                          | .50-1.00                      |                       |                   |                      | 50-.75                      |             |
| Michigan     | .60-.75               |                        | .60-.75               | .60-.75             |          |             |                     | .75                      | .60-1.00                      | .70-1.00              |                   |                      |                             |             |
| Ohio         |                       |                        |                       |                     |          |             |                     | .75-1.00                 | .65-1.25                      |                       |                   |                      | .80                         |             |
| REGION VI    |                       |                        |                       |                     |          |             |                     |                          |                               |                       |                   |                      |                             |             |
| Illinois     |                       |                        |                       |                     | .85-1.05 |             |                     | .70-.85                  | .60-.90                       |                       |                   | .85-1.07             |                             |             |
| Indiana      |                       | .70-1.00               |                       |                     |          |             |                     | .60-.85                  | .50-.75                       |                       |                   | .84                  |                             |             |
| Minnesota    | .65-1.00              |                        | .60                   |                     |          |             |                     |                          | .70-.80                       |                       |                   |                      |                             |             |
| Wisconsin    |                       | .75-1.00               |                       |                     | .85-1.00 |             | .75-.85             |                          | .50-.90                       | 1.00                  |                   | .85-1.00             |                             |             |
| REGION VII   |                       |                        |                       |                     |          |             |                     |                          |                               |                       |                   |                      |                             |             |
| Iowa         |                       |                        |                       |                     |          |             |                     |                          |                               |                       |                   |                      |                             |             |
| Kansas       |                       |                        |                       |                     |          |             |                     |                          |                               |                       |                   | 6.00-8.00da          |                             |             |
| Missouri     |                       |                        |                       |                     |          |             |                     |                          |                               |                       |                   |                      |                             | 4.00-5.00   |
| REGION VIII  |                       |                        |                       |                     |          |             |                     |                          |                               |                       |                   |                      |                             |             |
| Arkansas     |                       |                        |                       |                     |          |             | 1.00                |                          | .50                           |                       |                   |                      |                             | .25-.50     |
| Louisiana    |                       |                        |                       |                     |          |             |                     |                          | H3.00-5.00da                  |                       | 3.50da            | 3.00da               | 2.50-3.50da                 |             |
| Oklahoma     |                       |                        |                       | .50                 | .50      |             |                     | .50                      | .60                           |                       |                   | .50                  |                             | .50-.75     |
| Texas        |                       |                        | H.50                  | .60<br>H.40-.50     |          |             |                     | .35-.60                  | .35-.60<br>H.40-.50           | .50<br>H.75           | .40-.60           | .40-.60              |                             | .35-.75     |
| REGION IX    |                       |                        |                       |                     |          |             |                     |                          |                               |                       |                   |                      |                             |             |
| Colorado     |                       |                        |                       | .60-.75             |          |             |                     | .60-.85                  | .50-1.00<br>H.60-1.00         | 7.00da                |                   |                      |                             |             |
| Montana      |                       |                        |                       |                     |          |             |                     |                          |                               |                       |                   |                      |                             |             |
| New Mexico   |                       |                        | H.50-.75              |                     |          |             |                     |                          | .50-1.25                      |                       |                   |                      |                             | .50-.60     |
| Utah         | .75-.85               |                        |                       |                     |          |             |                     | .65-1.00                 |                               | .75-1.25              |                   |                      |                             |             |
| REGION X     |                       |                        |                       |                     |          |             |                     |                          |                               |                       |                   |                      |                             |             |
| Arizona      |                       |                        | H.70-.80              | .60                 |          | .50-.60     |                     |                          | .50-.75                       |                       |                   |                      |                             | .60-1.25    |
| California   | .75-.85<br>H.75-.85   |                        | .80-.825<br>H.70-.875 | .70-.90<br>H.70-.90 | H.80-.95 |             | .75-.85<br>H.75-.85 | .70-1.00<br>H.70-1.00    | .70-1.00<br>H.70-1.00         | .80-1.00<br>H.90-1.25 | .85-.95           | H.70-.80             |                             | .70-.95     |
| REGION XI    |                       |                        |                       |                     |          |             |                     |                          |                               |                       |                   |                      |                             |             |
| Idaho        |                       |                        |                       | .75-.85             |          |             |                     |                          |                               | .90-1.00              |                   |                      |                             |             |
| Oregon       |                       |                        |                       | .85-1.00            |          |             |                     |                          |                               | .80-1.75              |                   |                      |                             |             |
| Washington   |                       |                        |                       |                     |          |             |                     |                          | .75-1.00                      |                       |                   |                      |                             |             |

\*Daily rates shown when hourly rates not available.

Only States reporting activities during the period are included in the tabulation. Activities are preharvest except where symbol H is used which indicates harvest.

Source: In-Season Farm Labor Reports (ES-223) and Farm Labor Bulletins submitted by State employment security agencies.



EXHIBIT II-B.—Farm wage rates for seasonal activities—hourly rates,\* Apr. 1 to May 31, 1954—Continued

|             | FIELD CROPS (CONTINUED)       |             |                                  |                            |          | GENERAL FARM WORK |                     |                           |                            |                       |                      |                        |                              |
|-------------|-------------------------------|-------------|----------------------------------|----------------------------|----------|-------------------|---------------------|---------------------------|----------------------------|-----------------------|----------------------|------------------------|------------------------------|
|             | SUGAR BEETS,<br>CANE, SORGHUM | WHEAT       | SMALL GRAIN<br>& RICE            | HAY AND<br>ALFALFA         | HOPS     | IRRIGATION        | LAND<br>PREPARATION | PLANT, WEED,<br>CULTIVATE | GENERAL FARM,<br>AND RANCH | ORCHARD &<br>VINEYARD | NURSERY &<br>FLOWERS | TRUCK &<br>TRACTOR DR. | LIVESTOCK,<br>DAIRY, POULTRY |
| REGION I    |                               |             |                                  |                            |          |                   |                     |                           |                            |                       |                      |                        |                              |
| Conn.       |                               |             |                                  |                            |          |                   | .80                 |                           |                            |                       |                      |                        |                              |
| Mass.       |                               |             |                                  |                            |          |                   |                     | .45-1.10                  | .50-.65                    | 1.00                  | .65-1.50             |                        | .75-1.10                     |
| Vermont     |                               |             |                                  |                            |          |                   |                     |                           |                            |                       |                      |                        | .80-1.00                     |
| REGION II   |                               |             |                                  |                            |          |                   |                     |                           |                            |                       |                      |                        |                              |
| New Jersey  |                               |             |                                  |                            |          |                   |                     | .65-1.00                  |                            | .75-.80               |                      |                        |                              |
| New York    |                               |             |                                  |                            |          |                   |                     | .60-1.00                  |                            | .70-1.00              | .75-1.25             |                        |                              |
| REGION III  |                               |             |                                  |                            |          |                   |                     |                           |                            |                       |                      |                        |                              |
| Delaware    |                               |             |                                  |                            |          |                   |                     |                           |                            |                       |                      |                        |                              |
| Maryland    |                               |             |                                  | H.75-1.00                  |          |                   |                     |                           |                            |                       |                      |                        |                              |
| No. Car.    |                               |             |                                  |                            |          |                   |                     |                           | .50-.60                    |                       |                      |                        |                              |
| REGION IV   |                               |             |                                  |                            |          |                   |                     |                           |                            |                       |                      |                        |                              |
| Alabama     |                               |             |                                  | H.1.00da                   |          |                   |                     |                           |                            |                       |                      |                        |                              |
| Florida     | SC .55-.75<br>H.55-.75        |             | .50                              |                            |          |                   |                     | 4.50da                    |                            | 4.50da                | .40-1.00             |                        |                              |
| Georgia     |                               | 4.00da      | 4.00da                           | H.1.00da                   |          |                   | 3.00-4.00da         | 3.00-4.00da               |                            |                       |                      |                        |                              |
| Mississippi |                               |             |                                  |                            |          |                   |                     |                           |                            |                       |                      |                        |                              |
| So. Car.    |                               |             |                                  |                            |          |                   |                     |                           |                            |                       |                      |                        |                              |
| Tennessee   |                               |             |                                  |                            |          |                   |                     |                           |                            |                       |                      |                        |                              |
| REGION V    |                               |             |                                  |                            |          |                   |                     |                           |                            |                       |                      |                        |                              |
| Kentucky    |                               |             |                                  | H.50-.75                   |          |                   |                     |                           |                            |                       |                      |                        |                              |
| Michigan    | SB.70-1.00                    |             |                                  |                            |          |                   | .60-1.00            | .60-1.00                  |                            | .65-1.00              | .75-1.00             |                        |                              |
| Ohio        |                               |             |                                  |                            |          |                   |                     | .65-1.00                  |                            |                       | .85-1.25             |                        |                              |
| REGION VI   |                               |             |                                  |                            |          |                   |                     |                           |                            |                       |                      |                        |                              |
| Illinois    |                               |             | .50-1.00                         |                            |          |                   |                     |                           |                            | .60                   | .75-.90              |                        |                              |
| Indiana     |                               |             |                                  |                            |          |                   |                     |                           |                            | .80-.90               | .70                  |                        |                              |
| Minnesota   | SB .65                        |             |                                  |                            |          |                   |                     |                           |                            |                       | .70-1.25             |                        |                              |
| Wisconsin   | SB .80-.85                    |             |                                  |                            |          |                   |                     |                           |                            |                       | .90                  |                        |                              |
| REGION VII  |                               |             |                                  |                            |          |                   |                     |                           |                            |                       |                      |                        |                              |
| Iowa        |                               |             |                                  |                            |          |                   |                     |                           |                            |                       |                      |                        |                              |
| Kansas      | Sorghum<br>6.00-8.00da        | 6.00-8.00da |                                  | H.90-1.00<br>H.6.00-8.00da |          |                   | 6.00-8.00da         |                           |                            |                       |                      | .50                    |                              |
| Missouri    |                               |             |                                  |                            |          |                   |                     |                           |                            |                       |                      |                        |                              |
| REGION VIII |                               |             |                                  |                            |          |                   |                     |                           |                            |                       |                      |                        |                              |
| Arkansas    |                               | 1.00        |                                  | H.40-.50                   |          |                   |                     | .50                       |                            |                       |                      |                        |                              |
| Louisiana   | S Cane<br>3.50-6.00da         |             | Rice<br>4.00-5.00da              |                            |          |                   |                     |                           |                            |                       |                      |                        |                              |
| Oklahoma    |                               | 1.00-1.50   |                                  | H.70-1.00                  |          |                   |                     | .75                       |                            |                       |                      |                        |                              |
| Texas       | Sorghum<br>.40-.75            |             | .50-.75<br>H.50-1.00<br>Rice .60 | .50<br>H.50-.75            |          | .50               | .35-.75             | .35-.60                   | .50                        |                       | .50-.60              |                        | .40-.90                      |
| REGION IX   |                               |             |                                  |                            |          |                   |                     |                           |                            |                       |                      |                        |                              |
| Colorado    | SB .65-.70                    |             |                                  | H.75-1.00                  |          | .70-1.10          | .75-1.00            | .50-1.00                  | 5.00-7.00da                |                       |                      |                        |                              |
| Montana     |                               |             | 7.00-10.00da                     |                            |          | .65-1.00          | 6.00-8.00da         | 6.00-8.00da               |                            | .75                   |                      |                        |                              |
| New Mexico  |                               |             | .50-1.25                         | .50-1.25<br>H.50-1.00      |          | .50-1.25          | .50-.75             | .50-1.25                  | .50-.60                    |                       |                      | .50-.60                |                              |
| Utah        |                               |             | 10.00da                          | 10.00da                    |          |                   |                     |                           |                            |                       |                      |                        |                              |
| REGION X    |                               |             |                                  |                            |          |                   |                     |                           |                            |                       |                      |                        |                              |
| Arizona     |                               | 7.00-9.00   | H.85-1.00                        | H.60-.85                   |          | .60-.90           | .60-1.25            | .50-.90                   |                            |                       |                      |                        | 6.00-7.00da                  |
| California  | SB .70-.90<br>SB H.70-1.25    |             | H.90-1.70                        | H.80-1.50                  | .80-1.00 |                   |                     |                           |                            | .75-1.10              |                      |                        |                              |
| REGION XI   |                               |             |                                  |                            |          |                   |                     |                           |                            |                       |                      |                        |                              |
| Idaho       |                               |             |                                  |                            | .80      |                   |                     |                           |                            |                       |                      |                        |                              |
| Oregon      |                               | 8.00da      |                                  | H.85-1.00                  | .80-1.00 | .90-1.75          | 1.50                | .90-1.50                  | .90-1.00                   | .90-1.25              | .75-.85              |                        |                              |
| Washington  |                               |             |                                  | H.1.25                     | .80-.85  |                   | .85-1.25            | .75-1.25                  | 8.00-10.00da               | 1.00-1.25             | .85-1.00             |                        |                              |

\*Daily rates shown when hourly rates not available.

Only States reporting activities during the period are included in the tabulation. Activities are preharvest except where symbol H is used which indicates harvest.

Source: In-Season Farm Labor Reports (ES-223) and Farm Labor Bulletins submitted by State employment security agencies.



| Date |       | Description |  | Amount |  |
|------|-------|-------------|--|--------|--|
| 1890 | Jan 1 | Balance     |  | 100.00 |  |
|      | Feb 1 | Interest    |  | 1.00   |  |
|      | Mar 1 | Interest    |  | 1.00   |  |
|      | Apr 1 | Interest    |  | 1.00   |  |
|      | May 1 | Interest    |  | 1.00   |  |
|      | Jun 1 | Interest    |  | 1.00   |  |
|      | Jul 1 | Interest    |  | 1.00   |  |
|      | Aug 1 | Interest    |  | 1.00   |  |
|      | Sep 1 | Interest    |  | 1.00   |  |
|      | Oct 1 | Interest    |  | 1.00   |  |
|      | Nov 1 | Interest    |  | 1.00   |  |
|      | Dec 1 | Interest    |  | 1.00   |  |
| 1891 | Jan 1 | Balance     |  | 100.00 |  |
|      | Feb 1 | Interest    |  | 1.00   |  |
|      | Mar 1 | Interest    |  | 1.00   |  |
|      | Apr 1 | Interest    |  | 1.00   |  |
|      | May 1 | Interest    |  | 1.00   |  |
|      | Jun 1 | Interest    |  | 1.00   |  |
|      | Jul 1 | Interest    |  | 1.00   |  |
|      | Aug 1 | Interest    |  | 1.00   |  |
|      | Sep 1 | Interest    |  | 1.00   |  |
|      | Oct 1 | Interest    |  | 1.00   |  |
|      | Nov 1 | Interest    |  | 1.00   |  |
|      | Dec 1 | Interest    |  | 1.00   |  |
| 1892 | Jan 1 | Balance     |  | 100.00 |  |
|      | Feb 1 | Interest    |  | 1.00   |  |
|      | Mar 1 | Interest    |  | 1.00   |  |
|      | Apr 1 | Interest    |  | 1.00   |  |
|      | May 1 | Interest    |  | 1.00   |  |
|      | Jun 1 | Interest    |  | 1.00   |  |
|      | Jul 1 | Interest    |  | 1.00   |  |
|      | Aug 1 | Interest    |  | 1.00   |  |
|      | Sep 1 | Interest    |  | 1.00   |  |
|      | Oct 1 | Interest    |  | 1.00   |  |
|      | Nov 1 | Interest    |  | 1.00   |  |
|      | Dec 1 | Interest    |  | 1.00   |  |

THE BALANCE OF THE ACCOUNT IS PAID TO THE CREDIT OF THE ACCOUNT OF THE DEBITOR.

EXHIBIT II-B—Farm wage rates for seasonal activities—hourly rates, Sept. 1 to Oct. 31, 1954

|              | Tree Fruit |           |                            |                                   | Nuts                                                                                    | Berries         | Other Fruit |                    | Beans       |          |                   |
|--------------|------------|-----------|----------------------------|-----------------------------------|-----------------------------------------------------------------------------------------|-----------------|-------------|--------------------|-------------|----------|-------------------|
|              | Apples     | Peaches   | Citrus                     | Miscellaneous and<br>Unclassified | Miscellaneous                                                                           | Miscellaneous   | Melons      | Unclassified       | Green       | Lima     | Dry               |
| Region I     |            |           |                            |                                   |                                                                                         |                 |             |                    |             |          |                   |
| Conn.        | .80        |           |                            |                                   |                                                                                         |                 |             |                    |             |          |                   |
| Maine        | .90-1.00   |           |                            |                                   |                                                                                         | Blue. .75-1.25  |             |                    |             |          |                   |
| Mass.        | .60-1.25   | 1.00-1.25 |                            |                                   |                                                                                         | Cran. .90-1.50  |             |                    |             |          |                   |
| Vermont      | .85        |           |                            |                                   |                                                                                         |                 |             |                    |             |          |                   |
| Region II    |            |           |                            |                                   |                                                                                         |                 |             |                    |             |          |                   |
| New Jersey   | .60-1.00   | .65-.75   |                            |                                   |                                                                                         |                 |             |                    |             | .67½     |                   |
| New York     | .60-1.25   |           |                            | .75-1.00                          |                                                                                         |                 |             | Grapes<br>.65-1.00 | .75-1.10    | .90      |                   |
| Region III   |            |           |                            |                                   |                                                                                         |                 |             |                    |             |          |                   |
| Delaware     |            |           |                            |                                   |                                                                                         |                 |             |                    |             | .75      |                   |
| Maryland     | .65-.75    |           |                            |                                   |                                                                                         |                 | .65         |                    | .80         | .80      |                   |
| N. Carolina  |            |           |                            |                                   | Peanuts .50-.75                                                                         |                 |             |                    |             |          | Soy .60           |
| Pennsylvania | .60-.95    | .60-.85   |                            |                                   |                                                                                         |                 |             |                    |             | .90-1.25 |                   |
| Virginia     | .60-1.00   |           |                            |                                   |                                                                                         |                 |             |                    |             |          |                   |
| W. Virginia  | .60-.70    |           |                            |                                   |                                                                                         |                 |             |                    |             |          |                   |
| Region IV    |            |           |                            |                                   |                                                                                         |                 |             |                    |             |          |                   |
| Alabama      |            |           |                            |                                   | Peanuts 4.00-5.00 dy.                                                                   |                 |             |                    |             |          |                   |
| Florida      |            |           | PH. .45-1.00<br>H. .45-.75 | Tropical<br>PH. 5.50-6.00 dy.     | Peanuts 5.00 dy.<br>Tung Nuts 4.00-5.00 dy.<br>Peanuts 3.00-6.00 dy.<br>Pecans 3.50 dy. |                 | PH. .50-.60 |                    | PH. .45-.60 |          |                   |
| Georgia      |            |           |                            |                                   |                                                                                         |                 |             |                    |             |          |                   |
| Mississippi  |            |           |                            |                                   |                                                                                         |                 |             |                    |             |          |                   |
| S. Carolina  |            |           |                            |                                   |                                                                                         |                 |             |                    |             |          |                   |
| Tennessee    |            |           |                            |                                   |                                                                                         |                 |             |                    |             |          |                   |
| Region V     |            |           |                            |                                   |                                                                                         |                 |             |                    |             |          |                   |
| Kentucky     |            |           |                            |                                   |                                                                                         |                 |             |                    |             |          |                   |
| Michigan     | .70-.75    | .75       |                            | Pears .70-.75                     |                                                                                         |                 |             |                    |             | .75-.85  | .75               |
| Ohio         | .75-1.00   | .75       |                            |                                   |                                                                                         |                 |             | Grapes<br>.75-.90  |             |          |                   |
| Region VI    |            |           |                            |                                   |                                                                                         |                 |             |                    |             |          |                   |
| Illinois     | .60        |           |                            | .60                               |                                                                                         |                 |             |                    |             | 1.07     |                   |
| Indiana      | .75-.80    |           |                            |                                   |                                                                                         |                 |             |                    |             | .75-.85  |                   |
| Minnesota    |            |           |                            |                                   |                                                                                         | Cran. 1.00      |             |                    |             |          |                   |
| Wisconsin    | .75-.85    |           |                            | .75-.85                           |                                                                                         | Cran. 1.00      |             |                    |             | .80-.975 |                   |
| Region VII   |            |           |                            |                                   |                                                                                         |                 |             |                    |             |          |                   |
| Iowa         |            |           |                            |                                   |                                                                                         |                 |             |                    |             |          |                   |
| Kansas       |            |           |                            |                                   |                                                                                         |                 |             |                    |             |          |                   |
| Missouri     |            |           |                            |                                   |                                                                                         |                 |             |                    |             |          |                   |
| Nebraska     |            |           |                            |                                   |                                                                                         |                 |             |                    |             |          |                   |
| North Dakota |            |           |                            |                                   |                                                                                         |                 |             |                    |             |          | .90-1.00          |
| Region VIII  |            |           |                            |                                   |                                                                                         |                 |             |                    |             |          |                   |
| Arkansas     | .75        | .75       |                            |                                   |                                                                                         |                 |             |                    |             |          |                   |
| Louisiana    |            |           |                            |                                   |                                                                                         |                 |             |                    |             |          |                   |
| Oklahoma     | .50        |           |                            |                                   | Peanuts .50-.75                                                                         |                 |             |                    |             |          |                   |
| Texas        |            |           | .35-.50                    |                                   | Peanuts .50-.75                                                                         |                 | .60         |                    | .35-.60     |          |                   |
| Region IX    |            |           |                            |                                   |                                                                                         |                 |             |                    |             |          |                   |
| Colorado     | .90        | .75-1.00  |                            |                                   |                                                                                         |                 | .75         |                    |             |          | .75-1.00          |
| Montana      |            |           |                            |                                   |                                                                                         |                 |             |                    |             |          |                   |
| New Mexico   |            |           |                            | .50-.60                           |                                                                                         |                 |             |                    |             |          | .75-1.25          |
| Utah         |            |           |                            |                                   |                                                                                         |                 |             |                    |             |          |                   |
| Wyoming      |            |           |                            |                                   |                                                                                         |                 |             |                    |             |          | 6.00-12.00<br>dy. |
| Region X     |            |           |                            |                                   |                                                                                         |                 |             |                    |             |          |                   |
| Arizona      |            |           | PH. 60                     |                                   |                                                                                         |                 |             |                    |             |          |                   |
| California   | .85-1.00   | .75-1.25  | PH. 70-.95                 | Plums .85-1.25                    |                                                                                         | Straw. .75-1.00 | .80-1.00    | Grapes<br>.85-1.25 | .70-1.00    | .80-1.00 | .85-1.25          |
| Nevada       |            |           |                            |                                   |                                                                                         |                 |             |                    |             |          |                   |
| Region XI    |            |           |                            |                                   |                                                                                         |                 |             |                    |             |          |                   |
| Idaho        |            |           |                            |                                   |                                                                                         |                 |             |                    |             | .80-.85  | 1.00              |
| Oregon       |            |           |                            |                                   |                                                                                         | PH. 85-1.00     |             |                    |             | 1.00     |                   |
| Washington   |            | 1.00-1.25 |                            |                                   |                                                                                         | Prune 1.00      |             |                    |             | 1.00     | 1.00-1.25         |



EXHIBIT II-B.—Farm wage rates for seasonal activities—hourly rates, Sept. 1 to Oct. 31, 1954—Continued

|                | Row Crops     |                         |                         |            |               |                      |            |          |               |            |                               | Miscellaneous and<br>Unclassified        |
|----------------|---------------|-------------------------|-------------------------|------------|---------------|----------------------|------------|----------|---------------|------------|-------------------------------|------------------------------------------|
|                | Cabbage       | Carrots                 | Broccoli<br>Cauliflower | Celery     | Sweet Corn    | Pickles<br>Cucumbers | Lettuce    | Onion    | Peppers       | Spinach    | Tomatoes                      |                                          |
| Region I       |               |                         |                         |            |               |                      |            |          |               |            |                               |                                          |
| Connecticut    |               |                         |                         |            |               |                      |            |          |               |            |                               |                                          |
| Maine          | 6.00-9.00 dy. | .50-1.00                |                         | .65-1.00   |               |                      |            | .60      | 6.00-9.00 dy. |            |                               | A. .75-1.00<br>Y. .35-.75                |
| Massachusetts  |               |                         |                         |            |               |                      |            |          |               |            | 6.00-9.00 dy.                 |                                          |
| Vermont        |               |                         |                         |            |               |                      |            |          |               |            |                               |                                          |
| Region II      |               |                         |                         |            |               |                      |            |          |               |            |                               |                                          |
| New Jersey     | .60-1.00      |                         |                         | .60-.70    | .60-.65       |                      | .60-1.00   | .60-.65  | .65-1.00      | .67½       | .60-.65                       | .60-1.00                                 |
| New York       |               |                         | .70-1.00                | .65-.75    |               |                      |            | .70-.90  |               |            | .65-1.00                      | .60-1.00                                 |
| Region III     |               |                         |                         |            |               |                      |            |          |               |            |                               |                                          |
| Delaware       |               |                         | .75-1.00                |            |               |                      |            |          |               |            |                               |                                          |
| Maryland       |               |                         | .65                     |            |               |                      |            |          |               | .65        |                               |                                          |
| North Carolina | PH .40-.60    |                         |                         |            |               |                      | .75        |          | .75           |            |                               | .40                                      |
| Pennsylvania   | .85-1.25      |                         |                         |            | .75-.85       |                      |            |          |               |            | .65-.75                       | .65-.85                                  |
| Virginia       |               |                         |                         |            |               |                      |            |          |               |            |                               |                                          |
| West Virginia  |               |                         |                         |            |               |                      |            |          |               |            |                               |                                          |
| Region IV      |               |                         |                         |            |               |                      |            |          |               |            |                               |                                          |
| Alabama        |               |                         |                         |            | 3.00-4.50 dy. |                      |            |          |               |            |                               |                                          |
| Florida        | PH .50-.60    |                         |                         | PH .45-.65 | PH .40-.70    | PH 5.00-7.00 dy.     |            |          |               | PH .60     | PH .45-.60<br>H 5.00-7.00 dy. | PH .45-.65<br>H .50-.75<br>3.00-5.00 dy. |
| Georgia        |               |                         |                         |            |               | 3.00-4.00 dy.        |            |          | 3.00-4.00 dy. |            |                               |                                          |
| Mississippi    |               |                         |                         |            |               |                      |            |          |               |            |                               |                                          |
| South Carolina |               |                         |                         |            |               |                      |            |          |               |            |                               |                                          |
| Tennessee      |               |                         | .50                     |            |               |                      |            |          |               |            |                               | .35-.45                                  |
| Region V       |               |                         |                         |            |               |                      |            |          |               |            |                               |                                          |
| Kentucky       |               |                         |                         |            |               |                      |            |          |               |            |                               |                                          |
| Michigan       | .75           |                         |                         | .70-.85    |               |                      | .70-.85    | .70-1.00 |               |            | .70-.75                       | .60-1.00                                 |
| Ohio           |               |                         |                         |            |               |                      |            |          |               |            |                               | .65-1.00                                 |
| Region VI      |               |                         |                         |            |               |                      |            |          |               |            |                               |                                          |
| Illinois       |               |                         |                         |            |               |                      |            |          |               |            |                               | .65-1.00                                 |
| Indiana        |               |                         |                         |            |               |                      |            |          |               |            |                               | .50-1.00                                 |
| Minnesota      | .70-1.00      | Y .50-.70<br>A .70-1.00 |                         |            |               |                      |            |          |               |            |                               | Y .30-.70<br>A .70-1.00                  |
| Wisconsin      | .70-1.00      | .70-1.00                |                         | .85        |               |                      |            | .40-.75  |               |            | .70-.85                       | Y .38<br>A .60-.85                       |
| Region VII     |               |                         |                         |            |               |                      |            |          |               |            |                               |                                          |
| Iowa           |               |                         |                         |            |               |                      |            |          |               |            |                               | .75                                      |
| Kansas         |               |                         |                         |            |               |                      |            |          |               |            |                               |                                          |
| Missouri       |               |                         |                         |            |               |                      |            |          |               |            |                               |                                          |
| Nebraska       |               |                         |                         |            |               |                      |            |          |               |            |                               |                                          |
| North Dakota   |               |                         |                         |            |               |                      |            |          |               |            |                               |                                          |
| Region VIII    |               |                         |                         |            |               |                      |            |          |               |            |                               |                                          |
| Arkansas       |               |                         |                         |            |               |                      |            |          |               |            | .75                           |                                          |
| Louisiana      |               |                         |                         |            |               |                      |            |          |               |            |                               |                                          |
| Oklahoma       |               |                         |                         |            |               |                      |            |          |               |            |                               |                                          |
| Texas          | .50           | .50                     |                         |            | .40-.75       |                      |            | .50-.65  |               | PH .50-.60 | .50                           | .35-.65                                  |
| Region IX      |               |                         |                         |            |               |                      |            |          |               |            |                               |                                          |
| Colorado       |               |                         |                         |            | .70-1.00      |                      | .60-.75    | .90-1.00 |               |            |                               | .50-.90                                  |
| Montana        |               |                         |                         |            |               |                      |            |          |               |            |                               | 6.00-9.00 dy.                            |
| New Mexico     |               | .50                     |                         |            |               |                      | .50-1.00   |          |               |            | .50                           | .50                                      |
| Utah           |               |                         |                         |            |               |                      |            |          |               |            |                               |                                          |
| Wyoming        |               | 1.25                    |                         |            |               |                      |            |          |               |            |                               | .90-1.00                                 |
| Region X       |               |                         |                         |            |               |                      |            |          |               |            |                               |                                          |
| Arizona        |               | PH .60                  |                         |            |               |                      | PH .60-.75 |          |               |            |                               | PH .50-.60                               |
| California     | .75-.875      | .70-1.10                | .80-.875                | .70-1.00   | .70-1.50      | .75-1.00             | .70-.875   | .75-.90  | .70-.85       |            | .70-1.00                      | .70-1.00                                 |
| Region XI      |               |                         |                         |            |               |                      |            |          |               |            |                               |                                          |
| Idaho          |               |                         |                         |            |               |                      |            |          |               |            |                               | .75-1.00                                 |
| Oregon         |               |                         |                         |            |               |                      |            | 1.00     |               |            |                               | .75-1.25                                 |
| Washington     |               | 1.00                    |                         |            |               |                      |            |          |               | 1.00       | 1.00                          |                                          |



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 2050

EXHIBIT II-B.—Farm wage rates for seasonal activities—hourly rates, Sept. 1 to Oct. 31, 1954—Continued

|                | Field Crops      |                |                |               |             |                                     |               |                |                |
|----------------|------------------|----------------|----------------|---------------|-------------|-------------------------------------|---------------|----------------|----------------|
|                | White Potatoes   | Sweet Potatoes | Tobacco        | Cotton        | Sugar Beets | Sugar Cane Sorghum                  | Field Corn    | Grain          | Hay Alfalfa    |
| Region I       |                  |                |                |               |             |                                     |               |                |                |
| Connecticut    | .80              |                | .80            |               |             |                                     |               |                |                |
| Maine          | .90              |                |                |               |             |                                     | .90-1.00      | 8.00 dy.       |                |
| Massachusetts  | .85-1.00         |                | .80-1.25       |               |             |                                     |               |                |                |
| Vermont        | .85              |                |                |               |             |                                     | .85           |                |                |
| Region II      |                  |                |                |               |             |                                     |               |                |                |
| New Jersey     |                  | .65-1.00       |                |               |             |                                     |               |                |                |
| New York       | .70-1.00         |                |                |               |             |                                     | .60-1.00      |                |                |
| Region III     |                  |                |                |               |             |                                     |               |                |                |
| Delaware       |                  |                |                |               |             |                                     |               |                |                |
| Maryland       |                  | .65            |                |               |             |                                     | .65           |                | .65-1.25       |
| North Carolina |                  | .50            | .40-.75        | 2.00-4.50 cwt |             |                                     | .60-.75       |                | .50-.75        |
| Pennsylvania   | .65-1.00         |                | .75-1.50       |               |             |                                     | .75-1.25      |                | 1.00-1.25      |
| Virginia       |                  |                |                |               |             |                                     |               |                |                |
| West Virginia  |                  |                |                |               |             |                                     |               |                |                |
| Region IV      |                  |                |                |               |             |                                     |               |                |                |
| Alabama        |                  |                |                | 2.00-3.00 cwt |             |                                     | 3.00-4.50 dy. |                | 4.50 dy.       |
| Florida        | PH 5.50-6.00 dy. |                | 4.00-5.00 dy.  | 2.50-3.00 cwt |             | PH .60                              |               |                |                |
| Georgia        |                  | 3.00 dy.       |                | 2.00-4.00 cwt |             |                                     | 3.00-5.00 dy. |                | 3.00-4.00 dy.  |
| Mississippi    |                  |                |                | 1.50-3.00 cwt |             |                                     |               |                |                |
| South Carolina |                  | 3.00 dy.       |                | 2.00-3.00 cwt |             |                                     |               |                |                |
| Tennessee      |                  | .30-.60        | .50-.60        | 2.00-3.00 cwt |             |                                     |               |                |                |
| Region V       |                  |                |                |               |             |                                     |               |                |                |
| Kentucky       |                  |                | 6.00-14.00 dy. | 2.50 cwt      |             |                                     | .75           |                | .75            |
| Michigan       | .70-1.00         |                | .75            |               | .70-1.00    |                                     |               |                |                |
| Ohio           | .75-.80          |                |                |               |             |                                     | 1.00          |                |                |
| Region VI      |                  |                |                |               |             |                                     |               |                |                |
| Illinois       |                  |                |                |               | .75         |                                     | .75           |                |                |
| Indiana        |                  |                |                |               |             |                                     |               |                |                |
| Minnesota      | 1.00-1.25        |                |                |               | 1.00        |                                     |               |                |                |
| Wisconsin      | .75-1.00         |                |                |               | .70-.85     |                                     | .80-1.00      |                |                |
| Region VII     |                  |                |                |               |             |                                     |               |                |                |
| Iowa           |                  |                |                |               |             | 1.00                                |               |                |                |
| Kansas         |                  |                |                |               |             | 6.00-8.00 dy.                       |               |                | 6.00-8.00 dy.  |
| Missouri       |                  |                |                | 2.00-3.50 cwt |             |                                     |               |                |                |
| Nebraska       |                  |                |                |               |             |                                     |               |                | 1.00-1.25      |
| North Dakota   | 1.00-1.25        |                |                |               |             |                                     |               | 5.00-7.00 dy.  | 6.00-8.00 dy.  |
| Region VIII    |                  |                |                |               |             |                                     |               |                |                |
| Arkansas       |                  |                |                | 1.50-3.50 cwt |             |                                     |               |                |                |
| Louisiana      |                  | 4.00-4.50 dy.  |                | 2.00-3.50 cwt |             | PH 3.50-6.00 dy.<br>H 3.60-7.00 dy. | 4.50 dy.      |                |                |
| Oklahoma       |                  |                |                | 2.00-3.00 cwt |             |                                     | PH .50-.75    | .50-.75        |                |
| Texas          | .50-.75          |                |                | 1.40-3.00 cwt |             | .50-1.20                            | PH .35-.65    | .45-.70        |                |
| Region IX      |                  |                |                |               |             |                                     |               |                |                |
| Colorado       | .65              |                |                |               |             | 6.00 dy.                            |               | .75            | .75-1.00       |
| Montana        | 6.00-10.00 dy.   |                |                |               |             |                                     | 7.00 dy.      | 7.00-8.00 dy.  | 5.00-10.00 dy. |
| New Mexico     |                  |                |                | 1.50-3.00 cwt |             |                                     |               | .50-1.00       | .50-1.25       |
| Utah           | .75-1.00         |                |                |               |             |                                     | .75-1.00      | 6.00-8.00 dy.  |                |
| Wyoming        | 1.25             |                |                |               | .70         |                                     |               | 6.00-10.00 dy. | 7.00-10.00 dy. |
| Region X       |                  |                |                |               |             |                                     |               |                |                |
| Arizona        | PH .60           |                |                | 2.50-3.00 cwt |             |                                     |               | .65-.75        | .60            |
| California     | .75-1.50         | .90-1.10       |                | 2.50-3.50 cwt | .70-1.25    |                                     |               | 1.00-1.25      | .80-1.25       |
| Nevada         |                  |                |                |               |             |                                     |               | 5.00-6.00 dy.  | 4.50-6.50 dy.  |
| Region XI      |                  |                |                |               |             |                                     |               |                |                |
| Idaho          | 1.25             |                |                |               | 1.00-1.50   |                                     |               | 1.00-1.25      | 1.00-1.25      |
| Oregon         | 1.25 1.50        |                |                |               | 1.25        |                                     |               | .85-1.50       | .85-1.50       |
| Washington     |                  |                |                |               | 1.00-1.25   |                                     | 1.00-1.25     | 1.00           | 1.25           |



EXHIBIT II-B—Farm wage rates for seasonal activities—hourly rates, Sept. 1 to Oct. 31, 1954—Continued

|              | General Farm Work |                  |                     |                                   | Miscellaneous       |          |
|--------------|-------------------|------------------|---------------------|-----------------------------------|---------------------|----------|
|              | Irrigation        | Land Preparation | Orchard Maintenance | General Farm-Plant Cult. and Weed | Nursery and Flowers | Hops     |
| Region I     |                   |                  |                     |                                   |                     |          |
| Conn.        | .80               |                  |                     |                                   |                     |          |
| Maine        |                   |                  |                     |                                   |                     |          |
| Mass.        |                   |                  | .80-1.00            |                                   | .65-1.50            |          |
| Vermont      |                   |                  |                     |                                   |                     |          |
| Region II    |                   |                  |                     |                                   |                     |          |
| New Jersey   |                   |                  |                     |                                   | .65-.85             |          |
| New York     |                   |                  |                     |                                   |                     |          |
| Region III   |                   |                  |                     |                                   |                     |          |
| Delaware     |                   |                  |                     |                                   |                     |          |
| Maryland     |                   |                  |                     |                                   |                     |          |
| N. Carolina  |                   |                  |                     | .50-.75                           |                     |          |
| Pennsylvania |                   |                  |                     | 1.00                              |                     |          |
| Virginia     |                   |                  |                     |                                   |                     |          |
| W. Virginia  |                   |                  |                     |                                   |                     |          |
| Region IV    |                   |                  |                     |                                   |                     |          |
| Alabama      |                   |                  |                     |                                   |                     |          |
| Florida      |                   |                  |                     | PH 4.00-7.00 dy.                  | PH .45-.60          |          |
| Georgia      |                   | 3.00-4.00 dy.    |                     |                                   |                     |          |
| Mississippi  |                   |                  |                     |                                   |                     |          |
| S. Carolina  |                   |                  |                     |                                   |                     |          |
| Tennessee    |                   |                  |                     |                                   |                     |          |
| Region V     |                   |                  |                     |                                   |                     |          |
| Kentucky     |                   |                  |                     |                                   |                     |          |
| Michigan     |                   |                  |                     |                                   | .75                 |          |
| Ohio         |                   |                  |                     |                                   | .90-1.25            |          |
| Region VI    |                   |                  |                     |                                   |                     |          |
| Illinois     |                   |                  |                     |                                   | .75-1.00            |          |
| Indiana      |                   |                  |                     |                                   |                     |          |
| Minnesota    |                   |                  |                     |                                   | .50-1.25            |          |
| Wisconsin    |                   |                  |                     |                                   | .90                 |          |
| Region VII   |                   |                  |                     |                                   |                     |          |
| Iowa         |                   |                  |                     |                                   | .80                 |          |
| Kansas       |                   | 6.00-8.00 dy.    |                     |                                   |                     |          |
| Missouri     |                   |                  |                     |                                   |                     |          |
| Nebraska     | .90-1.00          |                  |                     |                                   |                     |          |
| N. Dakota    |                   |                  |                     |                                   |                     |          |
| Region VIII  |                   |                  |                     |                                   |                     |          |
| Arkansas     |                   |                  |                     |                                   |                     |          |
| Louisiana    |                   |                  |                     |                                   |                     |          |
| Oklahoma     |                   |                  |                     |                                   |                     |          |
| Texas        | .35-.60           | .35-.75          |                     | .0                                | .60-.65             |          |
| Region IX    |                   |                  |                     |                                   |                     |          |
| Colo.        | 1.00              |                  |                     | .75-.85                           |                     |          |
| Montana      | 7.00-8.00 dy.     |                  |                     | 6.00-8.00 dy.                     |                     |          |
| N. Mexico    | .50-.65           |                  |                     | .50-1.25                          |                     |          |
| Utah         |                   |                  |                     |                                   |                     |          |
| Wyoming      | 6.00-10.00 dy.    |                  |                     |                                   |                     |          |
| Region X     |                   |                  |                     |                                   |                     |          |
| Arizona      |                   |                  |                     |                                   |                     |          |
| California   | .50-.60           | .70-1.00         |                     |                                   |                     |          |
| Nevada       |                   |                  |                     |                                   |                     | .80-1.25 |
| Region XI    |                   |                  |                     |                                   |                     |          |
| Idaho        | 5.00-6.00 dy.     |                  | 1.00-1.25           | 5.00-6.00 dy.                     | .75-1.00            |          |
| Oregon       |                   |                  |                     |                                   |                     |          |
| Wash.        | 1.50              | 1.50             | .90-1.00            | 8.00 dy.                          | .85-1.00            | .85-1.00 |
|              |                   |                  |                     |                                   |                     | .95-1.00 |



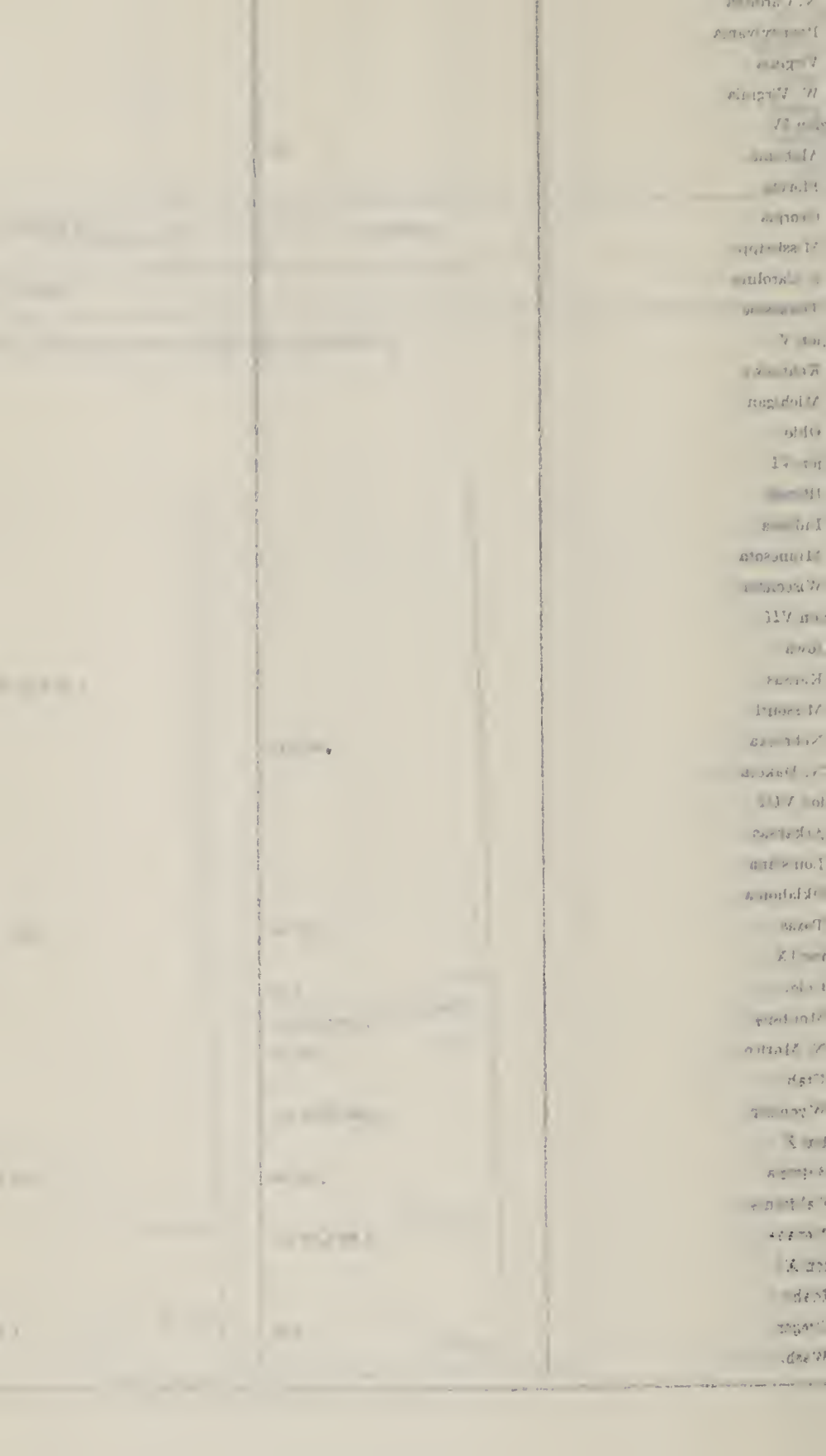


EXHIBIT III.—*Rates reported by State, area, month, and year for the cotton harvest*

| State, area, and year  | Activity              | August        | September     | October     | November  | December    |
|------------------------|-----------------------|---------------|---------------|-------------|-----------|-------------|
| ALABAMA                |                       |               |               |             |           |             |
| Tennessee Valley:      |                       |               |               |             |           |             |
| 1952.....              | Pick.....             | \$2.00-\$3.00 | \$2.75-\$3.00 | \$3.00      | \$3.00    | -----       |
| 1953.....              | do.....               | 2.50          | 3.00          | \$3.00-3.25 | 3.50      | -----       |
| 1954.....              | do.....               | 2.00          | 2.25          | 2.50-2.75   | -----     | -----       |
| Appalachian Plateau:   |                       |               |               |             |           |             |
| 1952.....              | do.....               | 2.50          | 2.50          | 2.50-3.00   | 3.00      | -----       |
| 1953.....              | do.....               | 2.00          | 2.25-2.75     | 3.00        | 3.00      | -----       |
| 1954.....              | do.....               | -----         | 2.00-2.25     | 2.50-2.75   | -----     | -----       |
| Sandstone Hills:       |                       |               |               |             |           |             |
| 1952.....              | do.....               | 2.00-3.00     | 2.50-2.75     | 2.75-3.25   | 3.50      | -----       |
| 1953.....              | do.....               | 2.00          | 2.50          | 2.75-3.00   | 3.00      | -----       |
| 1954.....              | do.....               | 2.00          | 2.25          | 2.50        | -----     | -----       |
| Piedmont Plateau:      |                       |               |               |             |           |             |
| 1952.....              | do.....               | 2.00-2.50     | 2.50          | 2.50-3.00   | 3.00      | -----       |
| 1953.....              | do.....               | 2.25          | 2.50          | 2.50-3.00   | 3.00      | -----       |
| 1954.....              | do.....               | 2.00          | 2.00-2.25     | 2.50-2.75   | -----     | -----       |
| Upper Coastal Plains:  |                       |               |               |             |           |             |
| 1952.....              | do.....               | 1.75-2.50     | 2.50          | 2.75-3.00   | 3.00      | -----       |
| 1953.....              | do.....               | 2.00          | 2.25-2.75     | 2.75-3.00   | 3.00      | -----       |
| 1954.....              | do.....               | 2.25          | 2.25          | 2.75-3.00   | -----     | -----       |
| Black Belt:            |                       |               |               |             |           |             |
| 1952.....              | do.....               | 2.00-2.50     | 2.25-2.50     | 2.50-2.75   | 2.50      | -----       |
| 1953.....              | do.....               | 2.25          | 2.25-2.50     | 2.25-2.50   | 2.25      | -----       |
| 1954.....              | do.....               | 2.00-2.25     | 2.00-2.75     | 2.00        | -----     | -----       |
| Lower Coastal Plains:  |                       |               |               |             |           |             |
| 1952.....              | do.....               | 2.00-3.00     | 2.50-3.00     | 3.00        | -----     | -----       |
| 1953.....              | do.....               | 2.00-2.25     | 2.50-2.75     | 2.75-3.00   | -----     | -----       |
| 1954.....              | do.....               | 2.25-2.50     | 2.50-2.75     | 2.50        | -----     | -----       |
| Wiregrass:             |                       |               |               |             |           |             |
| 1952.....              | do.....               | 2.00-3.50     | 3.25-3.50     | 3.25        | -----     | -----       |
| 1953.....              | do.....               | 2.25-2.75     | 2.75-3.25     | 3.25-3.50   | -----     | -----       |
| 1954.....              | do.....               | 2.50-2.75     | 3.00          | 3.00-3.25   | -----     | -----       |
| Gulf coast:            |                       |               |               |             |           |             |
| 1952.....              | do.....               | 2.50-3.50     | 3.25          | 3.50        | -----     | -----       |
| 1953.....              | do.....               | 2.25-2.75     | 2.50-3.50     | 3.50        | -----     | -----       |
| 1954.....              | do.....               | 2.25-2.50     | 3.00          | -----       | -----     | -----       |
| ARIZONA                |                       |               |               |             |           |             |
| Maricopa: <sup>1</sup> |                       |               |               |             |           |             |
| 1952.....              | do.....               | -----         | 3.25          | 3.00-3.50   | 3.50      | \$3.50      |
| 1953.....              | do.....               | 2.75-3.00     | 3.00          | 2.00        | 3.00      | 3.00        |
|                        | Pull.....             | -----         | -----         | -----       | -----     | \$2.00-3.00 |
|                        | do <sup>2</sup> ..... | -----         | 6.00          | 6.00        | 6.00      | -----       |
| 1954.....              | Pick.....             | 2.50          | 2.50-3.00     | 3.00        | 3.00      | 3.00        |
|                        | Pull.....             | -----         | -----         | -----       | -----     | 2.00-3.50   |
|                        | do <sup>2</sup> ..... | -----         | 4.00          | 5.00        | 5.00-6.00 | 5.00-6.00   |
| Yuma:                  |                       |               |               |             |           |             |
| 1952.....              | Pick.....             | -----         | 3.00          | 3.00        | 3.00      | 3.00        |
| 1953.....              | do.....               | -----         | 3.00          | 2.50-3.00   | 2.50-3.00 | 2.50-3.00   |
| 1954.....              | do.....               | 2.50          | 2.50          | 2.50        | 2.50      | 2.50        |
| Pinal:                 |                       |               |               |             |           |             |
| 1952.....              | do.....               | -----         | 3.00          | 3.00-3.25   | 3.00      | 3.00        |
| 1953.....              | do.....               | 3.00          | 3.00          | 3.00        | 3.00      | 3.00        |
| 1954.....              | do.....               | 2.50          | 2.50          | 2.50-3.00   | 3.00-3.25 | 3.25        |
| Tucson: <sup>3</sup>   |                       |               |               |             |           |             |
| 1952.....              | do.....               | -----         | 3.00          | 3.00        | 3.00      | 3.00        |
| 1953.....              | do.....               | -----         | 3.00          | 3.00        | 3.00      | 3.00        |
| 1954.....              | do.....               | 2.50          | 2.50          | 2.50-3.00   | 2.50-3.50 | 2.50-3.50   |
|                        | do <sup>2</sup> ..... | -----         | -----         | 7.00        | 7.00      | 7.00        |
| 1953.....              | do.....               | -----         | -----         | 6.00        | 6.50      | 6.00        |
| 1954.....              | do.....               | -----         | -----         | 4.00-5.00   | 4.00-5.00 | 4.50-6.00   |
| Safford: <sup>3</sup>  |                       |               |               |             |           |             |
| 1952.....              | do.....               | -----         | 3.00          | 3.00        | 3.00      | 3.00        |
| 1953.....              | do <sup>2</sup> ..... | -----         | 3.00          | 3.00        | 3.00      | 3.00        |
| 1954.....              | do.....               | -----         | 2.50          | 2.50-3.00   | 3.00      | 3.00        |
|                        | do <sup>3</sup> ..... | -----         | 6.00          | 6.00        | 6.00      | 6.00-6.50   |
| 1953.....              | do.....               | -----         | -----         | 5.50        | 6.00      | 6.00        |
| 1954.....              | do.....               | -----         | -----         | 4.00-4.50   | 5.50-6.00 | 6.00        |
| Cochise:               |                       |               |               |             |           |             |
| 1952.....              | do.....               | -----         | 3.00          | 3.00-3.25   | 3.00-3.25 | 3.50        |
| 1953.....              | do.....               | -----         | 2.05-2.50     | 2.05-3.00   | 3.00      | 3.00        |
| 1954.....              | do.....               | 2.50          | 2.50          | 2.50        | 2.50-3.50 | 2.50-3.0    |

Footnotes at end of table.

EXHIBIT III.—Rates reported by State, area, month, and year for the cotton harvest—Continued

| State, area, and year                  | Activity | August     | September    | October       | November     | December       |
|----------------------------------------|----------|------------|--------------|---------------|--------------|----------------|
| ARKANSAS <sup>1</sup>                  |          |            |              |               |              |                |
| Red River Valley:                      |          |            |              |               |              |                |
| 1952                                   | Pick     |            | \$3.00       | \$2.00 \$3.00 | \$3.00       |                |
| 1953                                   | do       |            | 2.50         | 2.50          | \$2.50- 3.00 | \$2.50- \$3.50 |
| 1954                                   | do       | \$2.00     | \$2.50- 3.00 | 2.50- 3.00    | 2.50- 3.00   |                |
| 1953                                   | Pull     |            |              |               | 1.75         |                |
| 1954                                   | do       |            | 1.50- 2.00   | 1.50- 2.00    |              |                |
| Lower Mississippi Delta:               |          |            |              |               |              |                |
| 1952                                   | Pick     |            |              | 2.50- 3.00    | 3.00- 3.50   |                |
| 1953                                   | do       | 2.50       | 2.00- 2.50   | 2.50- 3.00    | 3.00         | 3.00           |
| 1954                                   | do       | 2.00       | 2.50         | 2.50          | 2.50         |                |
| Arkansas River Delta:                  |          |            |              |               |              |                |
| 1952                                   | do       |            | 2.50         | 2.50- 3.00    | 3.00         |                |
| 1953                                   | do       |            | 2.00         | 2.50- 3.00    | 2.00- 3.00   | 2.50- 3.00     |
| 1954                                   | do       | 2.00       | 2.00- 3.00   | 2.50- 3.00    | 2.50         |                |
| 1952                                   | Pull     |            |              |               | 2.00         |                |
| 1953                                   | do       |            |              |               | 1.75- 2.00   | 2.00           |
| 1954                                   | do       | 1.50       | 1.50         | 1.50- 2.00    | 1.50- 2.00   | 2.00           |
| Central Mississippi Delta:             |          |            |              |               |              |                |
| 1952                                   | Pick     |            | 2.50         | 3.00          | 3.50         | 3.50           |
| 1953                                   | do       | 2.00- 2.50 | 2.50         | 2.00- 3.00    | 2.50- 3.00   | 3.00           |
| 1954                                   | do       | 2.00       | 2.00- 3.00   | 2.50- 3.00    | 3.00         | 3.00           |
| Upper Mississippi Delta:               |          |            |              |               |              |                |
| 1952                                   | do       |            | 2.50- 3.50   | 2.50- 3.50    | 2.50- 3.50   |                |
| 1953                                   | do       | 2.50       | 2.50         | 2.50- 3.00    | 3.00- 3.50   |                |
| 1954                                   | do       | 2.00       | 2.00- 3.00   | 2.50- 3.00    | 2.00         | 3.00           |
| 1952                                   | Pull     |            |              |               | 1.75- 2.00   |                |
| 1953                                   | do       |            |              |               | 2.00         | 2.00           |
| 1954                                   | do       |            |              | 2.00          | 1.50- 2.00   | 2.00           |
| St. Francis-Cache River:               |          |            |              |               |              |                |
| 1952                                   | Pick     |            | 2.50- 3.00   | 3.00- 4.00    | 2.50- 3.00   |                |
| 1953                                   | do       |            | 2.50- 3.00   | 2.50- 3.00    | 3.00- 3.50   |                |
| 1954                                   | do       | 2.50- 3.00 | 2.50- 3.50   | 2.50- 3.50    | 2.50- 3.00   |                |
| CALIFORNIA <sup>1</sup>                |          |            |              |               |              |                |
| Imperial Valley (Desert): <sup>1</sup> |          |            |              |               |              |                |
| 1952                                   | do       | 3.00       | 3.00         | 3.00          | 3.00- 4.00   | 3.00- 4.00     |
| 1953                                   | do       | 3.00       | 3.00         | 3.00          | 3.00         | 2.50           |
| 1954                                   | do       | 2.50       | 2.50         | 2.50          | 2.50         | 2.50- 3.00     |
| Riverside (Desert): <sup>1</sup>       |          |            |              |               |              |                |
| 1952                                   | do       | 3.00       | 3.00         | 3.00          | 3.00- 3.50   | 3.00- 3.50     |
| 1953                                   | do       | 3.00       | 3.00         | 3.00          | 3.00         | 3.00           |
| 1954                                   | do       | 2.50       | 2.50         | 2.50          | 2.50         | 2.50           |
| Fresno (San Joaquin): <sup>3</sup>     |          |            |              |               |              |                |
| 1952                                   | do       |            |              | 3.50- 4.00    | 3.50- 4.50   | 3.50- 4.50     |
| 1953                                   | do       |            | 2.50         | 2.50- 3.00    | 2.50- 3.00   | 3.00- 3.50     |
| 1954                                   | do       |            |              | 2.50- 3.00    | 3.00         | 3.00- 3.50     |
| Kerns: <sup>3</sup>                    |          |            |              |               |              |                |
| 1952                                   | do       |            | 3.00         | 3.50          | 3.50         | 3.50- 4.00     |
| 1953                                   | do       |            | 2.50         | 2.50- 3.00    | 3.00         | 3.00- 3.25     |
| 1954                                   | do       |            |              | 2.50- 3.00    | 2.75- 3.00   | 3.00- 4.00     |
| Kings: <sup>3</sup>                    |          |            |              |               |              |                |
| 1952                                   | do       |            |              | 3.50          | 3.50- 4.00   | 3.75- 4.50     |
| 1953                                   | do       |            |              | 3.00          | 3.00         |                |
| 1954                                   | do       |            |              | 2.75- 3.00    | 3.00         | 3.00- 3.50     |
| Maderia: <sup>3</sup>                  |          |            |              |               |              |                |
| 1952                                   | do       |            |              | 3.50          | 3.50         | 3.50- 4.00     |
| 1953                                   | do       |            |              | 2.50- 3.00    | 3.00         | 3.00- 3.50     |
| 1954                                   | do       |            |              | 3.00          | 3.00- 3.50   | 3.25- 3.75     |
| Merced: <sup>3</sup>                   |          |            |              |               |              |                |
| 1952                                   | do       |            |              | 3.50          | 3.50         | 3.50- 4.00     |
| 1953                                   | do       |            |              | 2.50          | 3.00         | 3.00- 3.50     |
| 1954                                   | do       |            |              | 2.50- 3.00    | 2.50- 3.00   | 3.00           |
| Tulare: <sup>3</sup>                   |          |            |              |               |              |                |
| 1952                                   | do       |            |              | 3.25- 3.75    | 3.50- 3.75   | 3.50- 4.50     |
| 1953                                   | do       |            |              | 2.50- 3.00    | 3.00- 3.25   | 3.00- 3.50     |
| 1954                                   | do       |            |              | 2.50- 3.00    | 2.75- 3.00   | 3.00- 3.25     |
| GEORGIA <sup>1</sup>                   |          |            |              |               |              |                |
| South Border: <sup>2</sup>             |          |            |              |               |              |                |
| 1953                                   | do       | 2.00- 4.00 | 3.00- 5.00   | 4.00          |              |                |
| 1954                                   | do       | 2.50- 4.00 | 2.50- 3.50   | 2.50          | 3.00         |                |
| Southwest: <sup>1</sup>                |          |            |              |               |              |                |
| 1953                                   | do       | 2.25- 2.75 | 2.50- 4.00   | 2.50- 4.00    |              |                |
| 1954                                   | do       | 2.50- 4.00 | 2.50- 4.00   | 3.00          |              |                |
| Northwest: <sup>3</sup>                |          |            |              |               |              |                |
| 1953                                   | do       | 2.00- 2.50 | 2.50- 3.50   | 3.00- 4.00    |              |                |
| 1954                                   | do       | 2.00- 2.50 | 2.00- 2.50   | 3.00          | 2.50         |                |

Footnotes at end of table.

EXHIBIT III.—*Rates reported by State, area, month, and year for the cotton harvest—Continued*

| State, area, and year         | Activity        | August        | September     | October       | November     | December      |
|-------------------------------|-----------------|---------------|---------------|---------------|--------------|---------------|
| GEORGIA—continued             |                 |               |               |               |              |               |
| Middle: <sup>3</sup>          |                 |               |               |               |              |               |
| 1953                          | Pick            | \$2.00-\$2.50 | \$2.50-\$3.50 | \$2.00-\$3.50 |              |               |
| 1954                          | do              | 2.50          | 2.50- 4.00    | 3.00- 4.00    | \$2.50       |               |
| Southeast: <sup>3</sup>       |                 |               |               |               |              |               |
| 1953                          | do              | 2.50- 3.00    | 2.50- 3.00    | 3.00- 4.00    |              |               |
| 1954                          | do              | 2.00- 3.00    | 2.00- 3.50    | 2.00- 3.00    |              |               |
| LOUISIANA <sup>1 4</sup>      |                 |               |               |               |              |               |
| Upper Red River: <sup>3</sup> |                 |               |               |               |              |               |
| 1952                          | do              | 2.00- 2.50    | 2.50- 3.00    | 3.00          | 3.00         | \$3.00-\$3.50 |
| 1953                          | do              | 2.50- 3.00    | 2.50          | 2.50- 3.00    | 3.00         | 3.00          |
| 1954                          | do              | 2.00- 2.50    | 2.00- 2.75    | 2.50          | 2.50         |               |
| Delta Cotton: <sup>3</sup>    |                 |               |               |               |              |               |
| 1952                          | do              | 2.00- 2.50    | 2.50- 3.00    | 2.50- 3.00    | \$3.50- 4.00 |               |
| 1953                          | do              | 2.00- 3.00    | 2.50          | 2.50- 3.00    | 3.00         | 3.00- 4.00    |
| 1954                          | do              | 2.00- 2.50    | 2.00- 2.75    | 2.50- 3.50    | 2.50- 3.00   |               |
| Lower Red River: <sup>3</sup> |                 |               |               |               |              |               |
| 1952                          | do              | 2.00- 2.50    | 2.00- 3.00    | 2.50- 3.00    | 3.00         |               |
| 1953                          | do              | 2.00-3.00     | 2.50          | 2.50- 3.00    | 3.00         | 3.00          |
| 1954                          | do              | 2.00          | 2.00- 3.00    | 2.50- 3.00    | 2.50- 3.50   |               |
| West Sugarcane: <sup>3</sup>  |                 |               |               |               |              |               |
| 1952                          | do              | 3.00          | 3.00- 3.50    | 3.00- 4.00    |              |               |
| 1953                          | do              | 2.00- 2.75    | 2.50          | 2.50          | 3.00         |               |
| 1954                          | do              | 2.00- 2.50    | 2.50          |               |              |               |
| East Sugarcane: <sup>3</sup>  |                 |               |               |               |              |               |
| 1952                          | do              | 2.50          | 2.50- 3.00    | 3.00          |              |               |
| 1953                          | do              | 2.00- 2.50    | 2.50          | 3.50          |              |               |
| 1954                          | do              | 2.00- 2.50    | 2.50- 3.50    | 2.75- 4.00    |              |               |
| Rice: <sup>3</sup>            |                 |               |               |               |              |               |
| 1952                          | do              | 2.25- 3.00    | 2.50          |               |              |               |
| MISSISSIPPI                   |                 |               |               |               |              |               |
| Mississippi Delta:            |                 |               |               |               |              |               |
| 1952                          | do              |               | 2.50- 4.50    | 3.00- 4.50    |              |               |
| 1953                          | do              |               | 3.00          | 2.50- 3.00    | 3.00- 4.00   | 3.00          |
| 1954                          | do              | 1.75- 2.00    | 2.00- 3.00    | 2.50- 3.00    | 2.50         | 2.50          |
| Hill Supply:                  |                 |               |               |               |              |               |
| 1953                          | do              |               | 3.00          | 3.00          | 2.00- 4.50   |               |
| 1954                          | do              | 2.00          | 2.00- 3.00    | 2.50- 3.25    | 2.50- 3.00   |               |
| MISSOURI <sup>1</sup>         |                 |               |               |               |              |               |
| Southeast:                    |                 |               |               |               |              |               |
| 1952                          | do              | 2.75- 3.50    | 3.50          | 3.50- 4.00    | 3.50- 4.00   |               |
| 1953                          | do              | 2.50          | 3.25          | 3.25          |              |               |
| 1954                          | do              | 2.50- 3.00    | 3.00- 3.50    | 3.00- 3.50    |              |               |
| NEW MEXICO <sup>1</sup>       |                 |               |               |               |              |               |
| Hobbs:                        |                 |               |               |               |              |               |
| 1952                          | do              |               | 2.00          | 2.00          | 2.05         |               |
| 1953                          | do              |               | 2.25          | 2.25          | 2.05         | 2.05          |
| 1954                          | do              |               | 2.05- 2.50    | 2.05- 2.50    | 2.05- 2.50   |               |
| 1952                          | Pull            |               | 1.50          | 1.50          | 1.55         | 1.55          |
| 1953                          | do              |               | 1.50          | 1.75          | 1.50- 2.00   | 1.75- 2.00    |
| 1954                          | do              |               | 1.50- 1.75    | 1.50- 1.75    | 1.50- 2.00   | 1.50- 2.00    |
| Las Cruces (Mesilla Valley):  |                 |               |               |               |              |               |
| 1952                          | Pick            |               | 2.05          | 2.05          | 2.05- 3.00   | 2.05- 3.00    |
| 1953                          | do              |               | 2.05          | 2.05          | 2.05- 3.00   | 2.05- 3.00    |
| 1954                          | do              |               | 2.05- 2.25    | 2.05- 3.00    | 2.05- 2.25   | 2.05- 2.25    |
| 1952                          | do              |               | 4.00          | 4.00          | 4.00- 4.50   | 4.00- 4.50    |
| 1953                          | do <sup>2</sup> |               |               |               | 4.00- 4.50   | 4.00- 4.50    |
| 1954                          | do              |               |               | 4.00- 4.50    | 4.00         | 4.00          |
| Alamogorda:                   |                 |               |               |               |              |               |
| 1952                          | do              |               | 2.00          | 2.05          | 2.05- 3.00   | 2.05- 3.00    |
| 1953                          | do              |               |               | 2.05          | 2.05         | 2.05          |
| 1954                          | do              |               | 2.05          | 2.05          | 2.05         | 2.05- 2.25    |
| 1954                          | do              |               | 4.00          |               | 4.00         | 4.00          |
| Rio Grande:                   |                 |               |               |               |              |               |
| 1952                          | do              |               |               | 2.05          | 2.05- 2.50   |               |
| 1953                          | do              |               |               | 2.05          | 2.05- 2.25   |               |
| 1954                          | do              |               | 2.05          |               | 2.05         | 2.05          |
| Roswell:                      |                 |               |               |               |              |               |
| 1952                          | do              |               | 2.50          | 3.00          | 3.00         |               |
| 1953                          | do              |               | 2.50          | 2.50- 3.00    | 2.50- 3.00   |               |
| 1954                          | do              |               | 2.00- 3.00    |               | 2.75- 3.00   |               |

Footnotes at end of table.



EXHIBIT III.—Rates reported by State, area, month, and year for the cotton harvest—Continued

| State, area, and year   | Activity  | August       | September    | October      | November     | December |
|-------------------------|-----------|--------------|--------------|--------------|--------------|----------|
| NEW MEXICO—continued    |           |              |              |              |              |          |
| Silver City:            |           |              |              |              |              |          |
| 1952.....               | Pull..... |              | \$2.00       | \$2.05       | \$2.50       | \$2.50   |
| 1953.....               | do.....   |              | 2.05         | 2.05         | 2.05         | 2.05     |
| 1954.....               | do.....   |              | 2.05         | 2.05         | 2.05         | 2.55     |
| Tucumcari: <sup>2</sup> |           |              |              |              |              |          |
| 1952.....               | Pull..... |              | 1.75         | 2.00         | 2.00         | 2.00     |
| 1953.....               | do.....   |              |              | 1.75         | 1.75         |          |
| 1954.....               | do.....   |              | 1.50         | 1.75         | 1.75         |          |
| Artesia:                |           |              |              |              |              |          |
| 1952.....               | Pick..... |              | 2.00         | \$2.05- 3.00 | \$2.05- 3.00 |          |
| 1953.....               | do.....   |              | \$2.00- 2.50 | 2.05- 3.00   | 2.50- 3.00   |          |
| 1954.....               | do.....   | \$2.00       | 2.05- 2.50   | 2.05- 2.75   | 2.05- 3.00   | 2.00     |
| Carlsbad:               |           |              |              |              |              |          |
| 1952.....               | do.....   |              | 2.00- 2.50   | 2.05- 2.75   | 2.25- 2.75   |          |
| 1953.....               | do.....   |              | 2.25         | 2.25         | 2.25         | 2.25     |
| 1954.....               | do.....   |              | 2.05- 2.50   | 2.05- 2.50   | 2.05- 2.50   |          |
| NORTH CAROLINA          |           |              |              |              |              |          |
| Elizabeth City:         |           |              |              |              |              |          |
| 1953.....               | do.....   |              | 3.00- 4.00   | 3.50- 4.00   |              |          |
| 1954.....               | do.....   |              | 3.50- 4.00   | 3.50- 4.00   |              |          |
| Morehead City:          |           |              |              |              |              |          |
| 1953.....               | do.....   |              |              | 4.00         |              |          |
| 1954.....               | do.....   |              | 3.00         | 4.00         |              |          |
| Greenville:             |           |              |              |              |              |          |
| 1953.....               | do.....   | 3.50         | 4.00         | 4.00         |              |          |
| 1954.....               | do.....   |              | 2.50- 4.50   | 3.50- 4.50   | 4.00         |          |
| Mount Olive:            |           |              |              |              |              |          |
| 1953.....               | do.....   | 3.00         | 4.00         | 4.00         |              |          |
| 1954.....               | do.....   | 3.00         | 3.00- 4.00   | 4.00         | 4.00         |          |
| Sandhill:               |           |              |              |              |              |          |
| 1953.....               | do.....   | \$2.00- 2.50 | 2.50- 3.50   | 2.50- 3.50   |              |          |
| 1954.....               | do.....   | 2.00         | 2.00- 2.50   | 2.00- 2.50   |              |          |
| OKLAHOMA                |           |              |              |              |              |          |
| Upper Arkansas Valley:  |           |              |              |              |              |          |
| 1952.....               | do.....   |              | 3.00         | 3.00- 3.50   |              |          |
| 1953.....               | do.....   |              | 3.00         | 2.00         | 2.00- 3.50   |          |
| 1954.....               | do.....   | 2.50         | 3.00         |              |              |          |
| 1954.....               | Pull..... |              | 2.00         | 2.00         | 2.00         |          |
| Lower Arkansas Valley:  |           |              |              |              |              |          |
| 1952.....               | Pick..... |              | 3.00         | 3.00         | 3.50         |          |
| 1953.....               | do.....   |              | 2.00         | 2.50         | 2.50         |          |
| 1954.....               | do.....   | 2.50         | 2.50         | 2.50         |              |          |
| 1954.....               | Pull..... |              |              |              | 2.00         |          |
| Southwestern:           |           |              |              |              |              |          |
| 1952.....               | Pick..... |              |              | 2.00- 2.50   | 2.50- 3.50   |          |
| 1953.....               | do.....   |              | 2.00         | 2.00         | 2.00- 2.50   |          |
| 1954.....               | do.....   | 2.00         | 2.25         | 2.50         | 3.00         |          |
| Central:                |           |              |              |              |              |          |
| 1952.....               | do.....   |              | 2.00         | 2.00- 2.50   | 3.50         |          |
| 1953.....               | do.....   |              |              |              |              |          |
| 1954.....               | do.....   | 2.00         | 2.50         | 2.50         | 3.00         |          |
| 1953.....               | Pull..... |              | 2.00         | 2.00         |              |          |
| 1954.....               | do.....   |              | 2.00         | 2.00         | 2.00         |          |
| South Central:          |           |              |              |              |              |          |
| 1952.....               | Pick..... |              | 2.00         | 2.00         | 3.00         |          |
| 1954.....               | do.....   |              |              | 2.50         |              |          |
| 1954.....               | Pull..... |              | 2.00         | 2.00         | 2.00- 2.50   |          |
| SOUTH CAROLINA          |           |              |              |              |              |          |
| Plains:                 |           |              |              |              |              |          |
| 1952.....               | Pick..... | 2.00- 2.50   | 4.00         | 5.00         |              |          |
| 1953.....               | do.....   | 2.00- 3.00   | 3.00- 3.50   |              |              |          |
| 1954.....               | do.....   | 2.50- 2.75   | 2.75         |              |              |          |
| Pee Dee:                |           |              |              |              |              |          |
| 1952.....               | do.....   | 2.50- 3.00   | 3.50         | 4.00- 5.00   | 3.00- 4.00   |          |
| 1953.....               | do.....   | 2.00         | 3.50         | 4.00         |              |          |
| 1954.....               | do.....   | 2.50         | 2.50- 4.00   | 2.25- 3.00   | 3.00         |          |
| Upper Coastal Plains:   |           |              |              |              |              |          |
| 1952.....               | do.....   | 2.50- 3.00   | 2.50- 3.50   | 3.00- 4.00   | 3.00- 4.00   |          |
| 1953.....               | do.....   | 2.00         | 3.00         | 3.00         | 3.00         |          |
| 1954.....               | do.....   | 1.75- 2.50   | 2.00- 2.50   | 2.00- 2.50   |              |          |
| Piedmont:               |           |              |              |              |              |          |
| 1952.....               | do.....   |              | 2.00- 3.00   | 2.00- 3.50   |              |          |
| 1953.....               | do.....   | 2.00         | 3.00         | 2.00         |              |          |
| 1954.....               | do.....   | 2.00         | 2.00- 2.50   | 2.00- 2.25   |              |          |

Footnotes at end of table.

EXHIBIT III.—*Rates reported by State, area, month, and year for the cotton harvest—Continued*

| State, area, and year                     | Activity        | August        | September    | October      | November      | December      |
|-------------------------------------------|-----------------|---------------|--------------|--------------|---------------|---------------|
| TENNESSEE <sup>1</sup>                    |                 |               |              |              |               |               |
| Northwest: <sup>1</sup>                   |                 |               |              |              |               |               |
| 1952                                      | Pick            | \$2.50-\$3.00 | \$3.50       | \$4.00       | \$2.00-\$2.50 | -----         |
| 1953                                      | do              | 2.00- 3.00    | \$2.00- 3.00 | \$2.50- 3.50 | 3.25          | -----         |
| 1954                                      | do              | -----         | 2.50- 3.00   | 2.50- 3.00   | 2.50- 3.00    | \$2.50-\$3.00 |
| 1953                                      | Pull            | -----         | -----        | -----        | 1.50- 2.00    | 2.00- 2.50    |
| 1954                                      | do              | -----         | -----        | 2.00         | 2.00          | -----         |
| Southwest: <sup>2</sup>                   |                 |               |              |              |               |               |
| 1952                                      | Pick            | 2.00          | 2.00- 3.75   | 4.00         | -----         | -----         |
| 1953                                      | do              | 2.00          | 2.00- 2.50   | 2.00- 3.50   | 3.25          | 3.00- 3.50    |
| 1954                                      | do              | -----         | 2.50- 3.00   | 2.50- 3.00   | 2.00- 3.00    | -----         |
| TEXAS <sup>1</sup>                        |                 |               |              |              |               |               |
| Rio Grande Valley:                        |                 |               |              |              |               |               |
| 1952                                      | do              | 2.00- 2.50    | 2.25- 3.00   | -----        | -----         | -----         |
| 1954                                      | do              | 2.05- 3.50    | 2.50- 3.00   | -----        | -----         | -----         |
| 1953                                      | Pull            | 1.25- 1.75    | -----        | -----        | -----         | -----         |
| Rio Grande Plains:                        |                 |               |              |              |               |               |
| 1952                                      | Pick            | 2.25          | 2.25- 2.50   | -----        | -----         | -----         |
| 1953                                      | do              | 2.75          | 3.00         | 2.00         | -----         | -----         |
| 1954                                      | do              | 2.00- 2.05    | 2.00- 3.00   | 2.00         | -----         | -----         |
| 1952                                      | Pull            | -----         | 1.50- 2.00   | -----        | -----         | -----         |
| 1953                                      | do              | 1.75          | 2.00         | -----        | -----         | -----         |
| 1954                                      | do              | 1.35- 2.00    | 1.55- 2.50   | -----        | -----         | -----         |
| Diablo-Edwards:                           |                 |               |              |              |               |               |
| 1952                                      | Pick            | 2.25          | 2.50         | 3.50         | 3.50          | 2.00- 2.55    |
| 1953                                      | do              | -----         | 2.05         | -----        | -----         | -----         |
| 1954                                      | do              | 2.05          | 2.05         | 2.05         | 2.05          | 2.05          |
| 1952                                      | Pull            | 1.50          | 1.50         | 1.55         | 1.55          | 1.75          |
| 1953                                      | do              | 1.50          | 1.50         | 1.55         | -----         | 1.75          |
| 1954                                      | do              | 1.55          | 1.55         | 1.55         | 1.55          | 1.55- 2.50    |
| 1952                                      | do <sup>2</sup> | -----         | -----        | -----        | 4.00          | 4.00          |
| 1953                                      | do              | -----         | -----        | 4.00         | 4.00          | -----         |
| 1954                                      | do              | -----         | 4.00         | 4.00         | 4.00          | 4.00          |
| Llano Coastal:                            |                 |               |              |              |               |               |
| 1952                                      | Pick            | 2.00- 3.00    | 3.00         | 4.00         | -----         | -----         |
| 1953                                      | do              | 2.50          | 3.00         | 3.00         | 3.00          | -----         |
| 1954                                      | do              | 2.00- 2.50    | 2.00- 2.75   | 2.00- 3.00   | 2.05- 3.00    | -----         |
| 1952                                      | Pull            | 1.50          | -----        | -----        | -----         | -----         |
| 1953                                      | do              | 1.50          | 1.50         | 1.50         | 1.50          | 1.50          |
| 1954                                      | do              | 1.50- 1.75    | 1.40- 1.75   | 1.50- 2.00   | 1.55- 3.00    | 1.75- 2.00    |
| Black Prairie Cross Timbers: <sup>3</sup> |                 |               |              |              |               |               |
| 1952                                      | Pick            | 2.00- 3.00    | 2.00- 3.00   | 2.00- 3.25   | 3.50          | 3.50          |
| 1953                                      | do              | 2.50          | 2.75         | 2.75         | 3.00          | 3.00          |
| 1954                                      | do              | 2.00          | 1.75- 2.50   | 2.00- 3.00   | 1.50- 3.00    | 2.00- 2.50    |
| 1952                                      | Pull            | 1.50- 2.00    | 1.50- 2.00   | 1.50         | 2.00          | 2.00          |
| 1953                                      | do              | 1.50          | 1.50         | 1.75         | -----         | 2.00          |
| 1954                                      | do              | 1.25- 1.75    | 1.50- 2.00   | 1.50- 2.50   | 1.50- 3.00    | -----         |
| High Rolling Plains:                      |                 |               |              |              |               |               |
| 1952                                      | Pick            | -----         | 2.25         | 2.25         | 2.25          | 3.00          |
| 1953                                      | do              | -----         | 2.00         | 3.00         | 3.00          | 3.00          |
| 1954                                      | do              | 2.05          | 2.05         | 2.05         | 2.05          | 2.05          |
| 1952                                      | Pull            | 1.50          | 1.50         | 1.75         | 1.50          | 1.50          |
| 1953                                      | do              | -----         | 1.50         | 1.25         | 1.50          | -----         |
| 1954                                      | do              | 1.55- 1.75    | 1.50- 2.00   | 1.50- 2.00   | 1.50- 2.50    | 1.25- 2.50    |

<sup>1</sup> States which used Mexican nationals in 1952, 1953, and 1954.<sup>2</sup> Indicates long-staple cotton, otherwise rates are for short-staple cotton.<sup>3</sup> Areas in user-States which did not contract Mexican nationals in 1954.<sup>4</sup> Louisiana did not use any in 1954.

## MEXICAN FARM LABOR PROGRAM

EXHIBIT IV.—Hourly composite farm wage rates, 1950-54

| 1950,<br>annual<br>aver-<br>age | States           | 1951         |          |          |              | 1952                        |              |          |          | 1953         |                             |              |          | 1954     |              |                             |          | An-<br>nual<br>aver-<br>age |
|---------------------------------|------------------|--------------|----------|----------|--------------|-----------------------------|--------------|----------|----------|--------------|-----------------------------|--------------|----------|----------|--------------|-----------------------------|----------|-----------------------------|
|                                 |                  | Jan-<br>uary | April    | July     | Octo-<br>ber | An-<br>nual<br>aver-<br>age | Jan-<br>uary | April    | July     | Octo-<br>ber | An-<br>nual<br>aver-<br>age | Jan-<br>uary | April    | July     | Octo-<br>ber | An-<br>nual<br>aver-<br>age |          |                             |
| \$0. 633                        | Maine 1          | \$0. 641     | \$0. 617 | \$0. 696 | \$0. 740     | \$0. 707                    | \$0. 763     | \$0. 747 | \$0. 802 | \$0. 782     | \$0. 834                    | \$0. 799     | \$0. 800 | \$0. 747 | \$0. 793     | \$0. 818                    | \$0. 799 |                             |
| . 693                           | New Hampshire 1  | . 721        | . 694    | . 751    | . 799        | . 757                       | . 834        | . 830    | . 884    | . 860        | . 859                       | . 846        | . 870    | . 808    | . 854        | . 861                       | . 849    |                             |
| . 655                           | New Vermont 1    | . 686        | . 695    | . 751    | . 774        | . 739                       | . 784        | . 772    | . 704    | . 796        | . 796                       | . 816        | . 870    | . 774    | . 798        | . 804                       | . 792    |                             |
| . 697                           | Massachusetts 1  | . 747        | . 737    | . 818    | . 830        | . 799                       | . 849        | . 886    | . 850    | . 879        | . 879                       | . 879        | . 881    | . 844    | . 862        | . 898                       | . 878    |                             |
| . 712                           | Rhode Island 1   | . 747        | . 755    | . 827    | . 829        | . 813                       | . 820        | . 854    | . 883    | . 863        | . 868                       | . 874        | . 884    | . 844    | . 868        | . 892                       | . 878    |                             |
| . 721                           | Connecticut 1    | . 749        | . 757    | . 835    | . 827        | . 810                       | . 811        | . 887    | . 883    | . 849        | . 868                       | . 868        | . 883    | . 844    | . 882        | . 911                       | . 890    |                             |
| . 670                           | New York 1       | . 664        | . 610    | . 803    | . 757        | . 736                       | . 722        | . 638    | . 783    | . 775        | . 797                       | . 811        | . 786    | . 692    | . 837        | . 793                       | . 794    |                             |
| . 659                           | New Jersey 1     | . 667        | . 630    | . 792    | . 772        | . 747                       | . 673        | . 673    | . 792    | . 783        | . 848                       | . 820        | . 815    | . 713    | . 854        | . 816                       | . 817    |                             |
| . 566                           | Pennsylvania 1   | . 577        | . 545    | . 678    | . 661        | . 636                       | . 626        | . 578    | . 699    | . 677        | . 702                       | . 703        | . 698    | . 617    | . 707        | . 688                       | . 700    |                             |
| . 584                           | Ohio 1           | . 560        | . 516    | . 667    | . 722        | . 655                       | . 621        | . 566    | . 722    | . 773        | . 754                       | . 735        | . 705    | . 595    | . 733        | . 769                       | . 717    |                             |
| . 587                           | Indiana          | . 563        | . 518    | . 678    | . 709        | . 682                       | . 610        | . 552    | . 724    | . 737        | . 719                       | . 719        | . 674    | . 582    | . 748        | . 767                       | . 718    |                             |
| . 632                           | Illinois         | . 656        | . 592    | . 747    | . 762        | . 708                       | . 722        | . 638    | . 815    | . 822        | . 823                       | . 779        | . 789    | . 666    | . 823        | . 881                       | . 783    |                             |
| . 606                           | Michigan         | . 610        | . 556    | . 718    | . 756        | . 695                       | . 669        | . 593    | . 755    | . 787        | . 812                       | . 762        | . 762    | . 636    | . 797        | . 795                       | . 763    |                             |
| . 607                           | Wisconsin        | . 613        | . 560    | . 716    | . 756        | . 694                       | . 707        | . 613    | . 763    | . 788        | . 806                       | . 748        | . 748    | . 613    | . 751        | . 778                       | . 727    |                             |
| . 694                           | Minnesota        | . 694        | . 637    | . 845    | . 777        | . 775                       | . 738        | . 685    | . 882    | . 799        | . 815                       | . 822        | . 767    | . 686    | . 881        | . 779                       | . 812    |                             |
| . 748                           | Iowa 1           | . 733        | . 677    | . 880    | . 790        | . 808                       | . 795        | . 716    | . 934    | . 832        | . 856                       | . 861        | . 812    | . 721    | . 925        | . 828                       | . 852    |                             |
| . 515                           | Missouri 1       | . 544        | . 469    | . 625    | . 573        | . 574                       | . 593        | . 520    | . 685    | . 622        | . 625                       | . 667        | . 632    | . 541    | . 714        | . 629                       | . 644    |                             |
| . 718                           | North Dakota 1   | . 639        | . 633    | . 845    | . 857        | . 801                       | . 699        | . 692    | . 870    | . 836        | . 810                       | . 816        | . 776    | . 694    | . 888        | . 796                       | . 796    |                             |
| . 718                           | South Dakota     | . 696        | . 661    | . 886    | . 812        | . 802                       | . 749        | . 689    | . 909    | . 809        | . 805                       | . 815        | . 776    | . 681    | . 876        | . 782                       | . 801    |                             |
| . 710                           | Nebraska         | . 724        | . 663    | . 860    | . 784        | . 790                       | . 797        | . 706    | . 941    | . 831        | . 847                       | . 836        | . 812    | . 715    | . 894        | . 794                       | . 823    |                             |
| . 698                           | Kansas           | . 692        | . 618    | . 819    | . 751        | . 759                       | . 755        | . 665    | . 941    | . 791        | . 845                       | . 821        | . 773    | . 665    | . 891        | . 769                       | . 819    |                             |
| . 597                           | Delaware 1       | . 693        | . 602    | . 699    | . 732        | . 700                       | . 775        | . 660    | . 713    | . 760        | . 726                       | . 777        | . 865    | . 698    | . 733        | . 752                       | . 748    |                             |
| . 609                           | Maryland 1       | . 685        | . 593    | . 701    | . 732        | . 694                       | . 762        | . 651    | . 701    | . 738        | . 715                       | . 737        | . 833    | . 697    | . 730        | . 768                       | . 749    |                             |
| . 487                           | Virginia 1       | . 552        | . 492    | . 540    | . 571        | . 547                       | . 604        | . 502    | . 587    | . 600        | . 586                       | . 579        | . 614    | . 525    | . 563        | . 596                       | . 571    |                             |
| . 449                           | West Virginia 1  | . 537        | . 467    | . 507    | . 540        | . 514                       | . 581        | . 501    | . 539    | . 566        | . 545                       | . 548        | . 600    | . 499    | . 523        | . 548                       | . 536    |                             |
| . 443                           | North Carolina 1 | . 513        | . 440    | . 472    | . 505        | . 483                       | . 561        | . 477    | . 507    | . 536        | . 518                       | . 541        | . 578    | . 487    | . 518        | . 542                       | . 526    |                             |
| . 331                           | South Carolina 1 | . 391        | . 339    | . 353    | . 403        | . 370                       | . 440        | . 379    | . 385    | . 412        | . 398                       | . 404        | . 433    | . 369    | . 382        | . 369                       | . 388    |                             |
| . 376                           | Georgia          | . 381        | . 381    | . 412    | . 450        | . 424                       | . 475        | . 406    | . 420    | . 464        | . 441                       | . 448        | . 483    | . 415    | . 425        | . 454                       | . 440    |                             |
| . 457                           | Florida 1        | . 496        | . 497    | . 507    | . 584        | . 535                       | . 643        | . 514    | . 544    | . 564        | . 551                       | . 588        | . 637    | . 546    | . 581        | . 610                       | . 581    |                             |
| . 445                           | Kentucky 1       | . 489        | . 399    | . 433    | . 619        | . 500                       | . 544        | . 432    | . 461    | . 663        | . 526                       | . 629        | . 560    | . 425    | . 449        | . 561                       | . 525    |                             |
| . 371                           | Tennessee        | . 428        | . 358    | . 376    | . 477        | . 424                       | . 476        | . 379    | . 384    | . 496        | . 439                       | . 439        | . 471    | . 369    | . 381        | . 472                       | . 424    |                             |
| . 377                           | Alabama 1        | . 433        | . 350    | . 360    | . 477        | . 428                       | . 471        | . 372    | . 365    | . 483        | . 437                       | . 444        | . 473    | . 374    | . 369        | . 475                       | . 434    |                             |
| . 374                           | Mississippi 1    | . 435        | . 346    | . 349    | . 469        | . 422                       | . 460        | . 378    | . 367    | . 484        | . 445                       | . 447        | . 475    | . 377    | . 356        | . 448                       | . 416    |                             |
| . 427                           | Arkansas         | . 492        | . 432    | . 462    | . 530        | . 490                       | . 540        | . 464    | . 479    | . 563        | . 515                       | . 568        | . 553    | . 470    | . 471        | . 557                       | . 507    |                             |
| . 412                           | Louisiana 1      | . 471        | . 395    | . 413    | . 490        | . 450                       | . 511        | . 421    | . 415    | . 541        | . 474                       | . 443        | . 536    | . 440    | . 447        | . 529                       | . 487    |                             |
| . 622                           | Oklahoma 1       | . 679        | . 584    | . 645    | . 752        | . 687                       | . 734        | . 612    | . 691    | . 785        | . 717                       | . 745        | . 626    | . 680    | . 715        | . 783                       | . 730    |                             |
| . 554                           | Texas            | . 616        | . 542    | . 569    | . 659        | . 613                       | . 681        | . 587    | . 611    | . 725        | . 664                       | . 586        | . 604    | . 636    | . 581        | . 674                       | . 635    |                             |
| . 731                           | Montana          | . 761        | . 746    | . 766    | . 915        | . 810                       | . 822        | . 789    | . 837    | . 983        | . 874                       | . 910        | . 846    | . 786    | . 794        | . 883                       | . 826    |                             |
| . 758                           | Idaho            | . 826        | . 758    | . 796    | . 876        | . 831                       | . 902        | . 823    | . 832    | . 964        | . 891                       | . 845        | . 910    | . 820    | . 812        | . 860                       | . 866    |                             |
| . 694                           | Wyoming          | . 774        | . 714    | . 711    | . 836        | . 768                       | . 836        | . 755    | . 822    | . 872        | . 830                       | . 884        | . 840    | . 757    | . 786        | . 852                       | . 807    |                             |

|                 |      |       |       |       |       |       |       |       |       |       |       |       |       |       |       |       |       |       |       |       |       |
|-----------------|------|-------|-------|-------|-------|-------|-------|-------|-------|-------|-------|-------|-------|-------|-------|-------|-------|-------|-------|-------|-------|
| Colorado.....   | .647 | .687  | .630  | .652  | .763  | .706  | .756  | .688  | .732  | .842  | .779  | .784  | .717  | .733  | .801  | .765  | .776  | .693  | .690  | .786  | .740  |
| New Mexico..... | .531 | .585  | .567  | .581  | .631  | .608  | .636  | .564  | .554  | .570  | .617  | .620  | .596  | .567  | .667  | .622  | .624  | .588  | .571  | .615  | .600  |
| Arizona.....    | .629 | .706  | .658  | .625  | .686  | .682  | .744  | .683  | .665  | .744  | .735  | .834  | .719  | .682  | .753  | .738  | .853  | .690  | .693  | .762  | .760  |
| Utah.....       | .714 | .774  | .763  | .744  | .857  | .801  | .872  | .766  | .788  | .930  | .851  | .953  | .854  | .847  | .925  | .884  | .937  | .825  | .811  | .894  | .855  |
| Nevada.....     | .696 | .763  | .731  | .731  | .832  | .774  | .814  | .741  | .775  | .868  | .807  | .893  | .798  | .803  | .904  | .845  | .896  | .776  | .756  | .862  | .804  |
| Washington..... | .933 | 1.008 | 1.012 | 1.005 | 1.079 | 1.033 | 1.098 | 1.083 | 1.054 | 1.100 | 1.077 | 1.121 | 1.130 | 1.069 | 1.096 | 1.091 | 1.116 | 1.100 | 1.075 | 1.126 | 1.097 |
| Oregon 1.....   | .925 | .974  | 1.010 | 1.020 | 1.038 | 1.024 | 1.051 | 1.045 | 1.050 | 1.069 | 1.057 | 1.060 | 1.046 | 1.048 | 1.068 | 1.055 | 1.048 | 1.028 | 1.030 | 1.050 | 1.037 |
| California..... | .884 | .950  | .923  | .939  | .981  | .960  | 1.015 | .980  | .992  | 1.044 | 1.016 | 1.045 | 1.018 | 1.037 | 1.044 | 1.039 | 1.058 | 1.014 | 1.019 | 1.036 | 1.032 |

<sup>1</sup> States which did not use Mexican nationals in 1954.

Source of data: Farm Labor, published by Agricultural Marketing Service, U. S. Department of Agriculture.



Mr. GATHINGS. I wonder if you would trace for the purposes of the record just what your local officials do in order to certify the need in a particular vicinity for agricultural labor. It has been alleged there is no need to bring in this labor. I do know the Labor Department have their representatives at the county level and they know what the situation is there at the county level, and they do make these certifications. I wish you would put that in the record at this point, if you would.

Mr. SICILIANO. All right.

Mr. GATHINGS. Just your version of how it is done.

(The data referred to above is as follows:)

MARCH 4, 1955.

Hon. E. C. GATHINGS,  
*House of Representatives,*  
*Washington, D. C.*

DEAR CONGRESSMAN GATHINGS: This refers to your personal inquiry regarding the nonoccupational insurance coverage plan of the Mexican Government for Mexican agricultural workers contracted under the migrant labor agreement.

While the Mexican Government has not submitted its proposed plan to us, we have obtained from other sources information with respect to what this plan contemplates. I should emphasize that this information has not been confirmed through any official channels.

From what we have learned it appears the Mexican Government intends to contract with a single broker who will act as its agent and place the insurance through several American insurance companies. The total cost of such insurance will be paid by the workers through payroll deductions. The proposal of the Mexican Government for this type of insurance basically involves a situation in which it is undertaking to provide for its nationals nonoccupational insurance against illnesses or injuries. Therefore, the legal bases upon which the United States can reject the Mexican proposal under the migrant labor agreement are limited. Any plan which the Mexican Government submits must, however, conform to the insurance laws of the respective States in which the Mexican workers will be employed.

Secretary of Labor Mitchell is opposed as a matter of principle to a plan which would concentrate the available insurance business in the hands of a relatively few companies. I have personally communicated with the United States Ambassador at Mexico City and requested him to use his good offices to persuade the Mexican Government to formulate its insurance plan in such a manner that will permit wide participation by American companies. I have also requested the Ambassador to prevail upon the Mexican Government to submit their proposed plan as promptly as possible.

As a result of a meeting held in my office on March 1 with two officials of the Mexican Social Security Institute, it appears that a fresh approach to this whole question of insurance will be taken by the Mexican Government. I will continue to keep you advised of important developments in regard to this matter.

Sincerely yours,

ROCCO C. SICILIANO,  
*Assistant Secretary of Labor.*

Mexican national contracting activity, January through December 1954

## AS REPORTED BY RECEPTION CENTERS

| State             | January | February | March | April  | May    | June   | July   | August | September | October | November | December | Total   |
|-------------------|---------|----------|-------|--------|--------|--------|--------|--------|-----------|---------|----------|----------|---------|
| Arizona.....      | 30      | 580      | 184   | 498    | 1,038  | 804    | 572    | 2,980  | 6,219     | 2,761   | 438      | 77       | 16,181  |
| Arkansas.....     |         |          |       |        | 4,475  | 428    |        |        | 17,327    | 2,438   |          |          | 22,668  |
| California.....   | 3,278   | 1,880    | 3,720 | 10,663 | 8,083  | 3,014  | 9,116  | 10,525 | 18,435    | 6,407   | 2,095    | 207      | 77,423  |
| Colorado.....     |         |          |       |        | 1,318  | 718    | 245    | 370    | 137       | 30      |          |          | 2,818   |
| Georgia.....      |         |          |       |        | 239    | 5      |        |        | 67        |         |          |          | 311     |
| Idaho.....        |         |          |       |        |        | 45     |        |        |           |         |          |          | 290     |
| Illinois.....     |         |          | 62    | 183    | 5      |        | 1      |        |           |         |          |          | 6       |
| Indiana.....      |         |          |       |        |        |        |        |        | 10        |         |          |          | 10      |
| Kansas.....       |         |          |       |        | 911    | 2,762  | 880    | 540    |           |         |          |          | 5,093   |
| Kentucky.....     |         |          |       |        |        | 215    |        |        |           |         |          |          | 215     |
| Michigan.....     |         |          |       |        | 203    | 48     | 1      |        | 996       | 99      |          |          | 1,347   |
| Minnesota.....    |         |          |       |        | 624    | 871    |        |        |           | 51      |          |          | 1,495   |
| Missouri.....     |         |          |       |        | 489    | 580    |        |        |           |         |          |          | 1,120   |
| Montana.....      |         |          |       |        |        |        |        |        |           |         |          |          | 60      |
| Nebraska.....     |         |          |       |        |        |        |        |        |           |         |          |          |         |
| Nevada.....       |         |          |       | 51     | 9      | 412    | 23     | 69     | 14,200    | 3,362   | 1        |          | 18,946  |
| New Mexico.....   |         |          | 5     | 83     | 731    | 185    |        |        |           |         |          |          | 222     |
| South Dakota..... |         |          |       |        | 37     | 20     |        |        | 368       |         |          |          | 757     |
| Tennessee.....    |         |          |       |        | 369    | 8,526  | 50,311 | 7,066  | 48,546    | 29,966  | 4,942    | 1,130    | 158,704 |
| Texas.....        | 515     | 463      | 164   | 1,786  | 5,289  | 8,526  | 20     | 1      | 12        |         |          |          | 81      |
| Utah.....         |         |          |       | 10     | 38     |        |        | 37     | 94        |         |          |          | 372     |
| Washington.....   |         |          |       |        | 130    | 111    |        |        |           |         |          |          | 374     |
| Wisconsin.....    |         |          |       |        | 13     | 264    | 97     |        |           |         |          |          | 540     |
| Wyoming.....      |         |          |       |        | 291    | 249    |        |        |           |         |          |          |         |
| Total.....        | 3,823   | 2,923    | 4,135 | 13,274 | 24,292 | 19,257 | 61,266 | 21,588 | 106,471   | 43,114  | 7,476    | 1,414    | 309,033 |

*Mexican national contracting activity, January through December 1954—Continued*  
 AS REPORTED BY RECEPTION CENTERS AND REGIONAL OFFICES

| State           | January | February | March | April | May | June  | July  | August | September | October | November | December | Total  |
|-----------------|---------|----------|-------|-------|-----|-------|-------|--------|-----------|---------|----------|----------|--------|
| Arizona.....    |         |          | 51    |       | 61  | 7     | 2     | 7      |           | 12      | 49       | 22       | 211    |
| Arkansas.....   |         |          |       |       | 114 | 19    |       |        | 2,785     | 320     |          |          | 3,238  |
| California..... | 5       | 3        | 797   | 224   | 363 | 742   | 300   | 915    | 150       | 257     | 1,217    | 578      | 5,551  |
| Colorado.....   |         |          |       |       | 7   |       | 54    | 1      |           | 19      |          |          | 81     |
| Georgia.....    |         |          |       |       |     |       |       | 419    |           |         |          |          | 419    |
| Idaho.....      |         |          |       |       |     |       |       |        |           |         |          |          |        |
| Illinois.....   |         |          |       |       |     |       | 15    |        |           |         |          |          | 15     |
| Indiana.....    |         |          |       |       |     |       | 263   |        |           |         |          |          | 263    |
| Kansas.....     |         |          |       |       |     |       |       |        |           |         |          |          |        |
| Kentucky.....   |         |          |       |       |     |       |       |        | 89        |         |          |          | 89     |
| Michigan.....   |         |          |       |       | 5   | 43    | 1,517 | 24     | 35        | 20      |          |          | 1,644  |
| Minnesota.....  |         |          |       |       |     | 38    |       | 70     |           |         |          |          | 108    |
| Missouri.....   |         |          |       |       |     |       | 9     |        | 1,352     | 1       |          |          | 1,362  |
| Montana.....    |         |          |       |       | 1   | 1     |       |        | 105       | 29      |          |          | 135    |
| Nebraska.....   |         |          |       |       |     |       |       |        |           |         |          |          |        |
| Nevada.....     |         |          |       |       |     |       |       |        |           |         |          |          |        |
| New Mexico..... |         | 5        | 7     | 40    | 20  | 12    | 73    | 29     |           | 144     | 133      | 106      | 853    |
| Tennessee.....  |         |          |       |       | 12  |       |       |        | 284       |         |          |          | 395    |
| Texas.....      | 119     | 67       | 117   | 369   | 117 | 498   | 1,498 | 2,010  | 383       | 1,114   | 1,577    | 1,361    | 11,169 |
| Utah.....       |         |          |       | 1     | 56  | 180   |       |        | 2,322     |         | 3        |          | 240    |
| Washington..... |         |          |       |       |     |       | 395   |        |           |         |          |          | 395    |
| Wisconsin.....  |         |          |       |       | 1   | 180   | 75    | 20     | 58        |         |          |          | 334    |
| Wyoming.....    |         |          |       |       | 5   |       | 40    | 29     |           |         |          |          | 74     |
| Total.....      | 124     | 75       | 972   | 634   | 762 | 1,720 | 4,241 | 3,524  | 7,563     | 1,916   | 2,979    | 2,067    | 26,577 |

## REQUIREMENTS FOR TRANSPORTATION OF MEXICAN WORKERS BY TRUCK

All transportation of Mexican workers from reception centers to area of employment, from area of employment to reception center or on transfers to other employers, shall be by common carrier or by other adequate means. Where trucks are used, the following requirements shall be complied with:

1. The driver shall be licensed to drive the truck transporting the Mexican workers.

2. *A. Transportation from reception centers.*—Under no circumstances shall Mexican workers be transported for more than 14 hours (including time spent at rest stops or regular food stops) in any one day. There shall be no driving before 6 a. m. or after 8 p. m., except where on the same day as the departure, trucks transporting workers, traveling at reasonable speeds, can arrive at the place of employment before 11 p. m. (and not be on the road for more than 14 hours).

On the first day of travel, trucks may use the following schedule:

If departure is at—

May drive until—

|                        |                       |
|------------------------|-----------------------|
| 6 a. m.-----           | 8 p. m.               |
| 7 a. m.-----           | 9 p. m.               |
| 8 a. m.-----           | 10 p. m.              |
| 9 a. m.-----           | 11 p. m. <sup>1</sup> |
| 10 a. m. or later----- | 11 p. m. <sup>1</sup> |

<sup>1</sup> Provided they can reach their destination by this time. If they cannot reach their destination by 11 p. m., they must stop driving at 8 p. m.

*B. Transportation from place of employment.*—Workers may not be transported for more than 14 hours (including time spent at rest stops or regular food stops) in any one day. There shall be no driving before 6 a. m. or after 8 p. m. Under no circumstances are trucks to arrive at reception center after 8 p. m.

3. Provision shall be made for 15-minute rest stops every 2 hours.

4. Overnight rest stops must be adequate for the climatic conditions.

5. Each vehicle must have adequate fixed seats not less than 13 inches deep by 18 inches wide. The seats shall be not less than 17 inches from truck floor. Seats must be of solid boards and may not be slatted type. Seats or benches must be firmly anchored to truck bed. A minimum of 18 inches shall be allowed for rows between any two rows of seats. Seats shall be constructed of smooth, planed lumber, free of splinters or protruding nails. All seats must have a back rest extending at least 46 inches from truck bed. Several boards with a minimum width of 4 inches may be used for the back rest.

6. There must be protection against the weather. Tarpaulins must be not less than 6 feet above the floor and along the sides of each vehicle, where necessary.

7. All vehicles must be equipped with—

(a) Fire extinguisher.

(b) Drinking water in containers equipped with spigots.

(c) Signaling device between passengers and driver.

8. All vehicles shall be clean and reasonably comfortable.

9. All workers shall be given 50 cents per meal en route or its equivalent in food.

Before the start of each trip the representative of the Department of Labor shall be shown:

1. Proof of ownership of vehicle.

2. Proof of adequate insurance coverage.

3. Itinerary of route, showing rest stops, food stops, and overnight stops.

4. Drivers' license.

5. State inspection certificate, where applicable (or Department of Labor inspection report will be executed).

After arrival at destination, driver and workers will be questioned as to adherence to these requirements.



*Migratory workers leaving Texas for agricultural employment in other States*

|           | Recruited<br>by licensed<br>employers | Recruited<br>through<br>Texas Em-<br>ployment<br>Commission |                         | Recruited<br>by licensed<br>employers | Recruited<br>through<br>Texas Em-<br>ployment<br>Commission |
|-----------|---------------------------------------|-------------------------------------------------------------|-------------------------|---------------------------------------|-------------------------------------------------------------|
| 1939----- | 4,315                                 | -----                                                       | 1947-----               | 53,369                                | -----                                                       |
| 1940----- | 6,624                                 | -----                                                       | 1948 <sup>1</sup> ----- | 39,801                                | 20,000                                                      |
| 1941----- | 10,480                                | -----                                                       | 1949-----               | 49,353                                | 22,000                                                      |
| 1942----- | 16,000                                | -----                                                       | 1950-----               | 49,960                                | 16,000                                                      |
| 1943----- | 18,708                                | -----                                                       | 1951-----               | 39,997                                | 22,000                                                      |
| 1944----- | 20,202                                | -----                                                       | 1952-----               | 37,420                                | 14,041                                                      |
| 1945----- | 22,460                                | -----                                                       | 1953-----               | 34,682                                | 16,232                                                      |
| 1946----- | 32,966                                | -----                                                       | 1954-----               | 36,244                                | 24,263                                                      |

<sup>1</sup> In 1948 the farm placement program was returned to the Texas Employment Commission.

| State                            | Day-haul operations      |                                |                                                    |                                              |                                                    |                                                  | Placement of youth to live in farm homes (VII) | Placement services to reservation Indians <sup>3</sup> (VIII) | Puerto Ricans contracted from island (IX) | Farm clinics <sup>4</sup>                 |                           |
|----------------------------------|--------------------------|--------------------------------|----------------------------------------------------|----------------------------------------------|----------------------------------------------------|--------------------------------------------------|------------------------------------------------|---------------------------------------------------------------|-------------------------------------------|-------------------------------------------|---------------------------|
|                                  | Operated by State agency |                                |                                                    |                                              |                                                    | Day-haul points established by State agency (VI) |                                                |                                                               |                                           | Number of local offices participating (X) | Total number of days (XI) |
|                                  | Number of towns (I)      | Number of day-haul points (II) | Daily average number of workers <sup>1</sup> (III) | Total workers on peak days <sup>2</sup> (IV) | Number of towns with special program for youth (V) |                                                  |                                                |                                                               |                                           |                                           |                           |
|                                  |                          |                                |                                                    |                                              |                                                    |                                                  |                                                |                                                               |                                           |                                           |                           |
| United States total <sup>6</sup> | 1, 327                   | 2, 526                         | 141, 482                                           | 255, 520                                     | 400                                                | 3, 940                                           | 4, 084                                         | 49, 974                                                       | 10, 938                                   | 78                                        | 837                       |
| Alabama.....                     | 4                        | 13                             | 120                                                | 210                                          | 0                                                  | 309                                              | 0                                              | 0                                                             | 0                                         | 0                                         | 0                         |
| Arizona.....                     | 9                        | 11                             | 2, 979                                             | 6, 678                                       | 1                                                  | 10                                               | 0                                              | 6, 653                                                        | 0                                         | 0                                         | 0                         |
| Arkansas.....                    | 63                       | 118                            | 12, 523                                            | 22, 611                                      | 0                                                  | 108                                              | 0                                              | 0                                                             | 0                                         | 6                                         | 53                        |
| California.....                  | 23                       | 40                             | 6, 300                                             | 9, 600                                       | 0                                                  | 154                                              | 49                                             | 164                                                           | 0                                         | 0                                         | 0                         |
| Colorado.....                    | 15                       | 77                             | 3, 410                                             | 6, 009                                       | 1                                                  | 81                                               | 0                                              | 81, 331                                                       | 0                                         | 0                                         | 0                         |
| Connecticut.....                 | 3                        | 4                              | 68                                                 | 118                                          | 2                                                  | 293                                              | 19                                             | 0                                                             | 569                                       | 0                                         | 0                         |
| Delaware.....                    | 2                        | 2                              | 87                                                 | 97                                           | 0                                                  | 3                                                | 0                                              | 0                                                             | 26                                        | 0                                         | 0                         |
| Florida.....                     | 74                       | 107                            | 7, 981                                             | 13, 240                                      | 0                                                  | 103                                              | 0                                              | 80                                                            | 0                                         | 0                                         | 0                         |
| Georgia.....                     | 68                       | 144                            | 4, 992                                             | 9, 905                                       | 0                                                  | 65                                               | 0                                              | 0                                                             | 0                                         | 0                                         | 0                         |
| Idaho.....                       | 17                       | 21                             | 940                                                | 1, 895                                       | 13                                                 | 5                                                | 59                                             | 7, 576                                                        | 0                                         | 0                                         | 0                         |
| Illinois.....                    | 15                       | 27                             | 2, 022                                             | 2, 809                                       | 0                                                  | 100                                              | 0                                              | 0                                                             | 0                                         | 0                                         | 0                         |
| Indiana.....                     | 39                       | 63                             | 2, 903                                             | 3, 565                                       | 27                                                 | 34                                               | 0                                              | 0                                                             | 0                                         | 0                                         | 0                         |
| Iowa.....                        | 59                       | 62                             | 928                                                | 1, 310                                       | 59                                                 | 371                                              | 600                                            | 0                                                             | 0                                         | 14                                        | 68                        |
| Kansas.....                      | 1                        | 1                              | 200                                                | 1, 450                                       | 0                                                  | 0                                                | 500                                            | 0                                                             | 0                                         | 0                                         | 0                         |
| Kentucky.....                    | 19                       | 27                             | 1, 446                                             | 2, 864                                       | ( <sup>7</sup> )                                   | ( <sup>7</sup> )                                 | ( <sup>7</sup> )                               | ( <sup>7</sup> )                                              | ( <sup>7</sup> )                          | ( <sup>7</sup> )                          | ( <sup>7</sup> )          |
| Louisiana.....                   | 25                       | 42                             | 2, 803                                             | 5, 335                                       | 2                                                  | 48                                               | 0                                              | 0                                                             | 0                                         | 1                                         | 8                         |
| Maine.....                       | 62                       | 136                            | 4, 119                                             | 6, 042                                       | 39                                                 | 182                                              | 27                                             | 640                                                           | 0                                         | 0                                         | 0                         |
| Maryland.....                    | 7                        | 7                              | 390                                                | 529                                          | 0                                                  | 29                                               | 0                                              | 0                                                             | 277                                       | 0                                         | 0                         |
| Massachusetts.....               | 18                       | 46                             | 456                                                | 1, 335                                       | 11                                                 | 73                                               | 172                                            | 0                                                             | 583                                       | 0                                         | 0                         |
| Michigan.....                    | 30                       | 43                             | 1, 569                                             | 3, 395                                       | 27                                                 | 80                                               | 0                                              | 0                                                             | 0                                         | 0                                         | 0                         |
| Minnesota.....                   | 8                        | 51                             | 2, 292                                             | 3, 326                                       | 65                                                 | 8                                                | 332                                            | 645                                                           | 0                                         | 0                                         | 0                         |
| Mississippi.....                 | 45                       | 70                             | 15, 322                                            | 32, 470                                      | 0                                                  | 64                                               | 0                                              | 65                                                            | 0                                         | 0                                         | 0                         |
| Missouri.....                    | 26                       | 47                             | 4, 534                                             | 6, 903                                       | 5                                                  | 27                                               | 0                                              | 0                                                             | 0                                         | 0                                         | 0                         |
| Montana.....                     | 1                        | 1                              | 25                                                 | 75                                           | 0                                                  | 0                                                | 0                                              | 4, 121                                                        | 0                                         | 0                                         | 0                         |
| Nebraska.....                    | 47                       | 54                             | 4, 080                                             | 5, 740                                       | 47                                                 | 11                                               | 200                                            | 843                                                           | 0                                         | 3                                         | 9                         |
| Nevada.....                      | 2                        | 2                              | 134                                                | 311                                          | 1                                                  | 0                                                | 40                                             | 1, 743                                                        | 0                                         | 0                                         | 0                         |
| New Hampshire.....               | 5                        | 7                              | 113                                                | 175                                          | 1                                                  | 4                                                | 0                                              | 0                                                             | 32                                        | 0                                         | 0                         |
| New Jersey.....                  | 18                       | 23                             | 5, 447                                             | 6, 626                                       | 0                                                  | 0                                                | 0                                              | 0                                                             | 4, 632                                    | 0                                         | 0                         |
| New Mexico.....                  | 16                       | 63                             | 217                                                | 1, 819                                       | 0                                                  | 60                                               | 2                                              | 4, 079                                                        | 0                                         | 0                                         | 0                         |
| New York.....                    | 11                       | 16                             | 975                                                | 2, 689                                       | 1                                                  | 60                                               | 1, 240                                         | 2, 035                                                        | 2, 644                                    | 0                                         | 0                         |

See footnotes at end of table, p. 44.

*Preliminary inventory of selected farm placement activities, 1954—Farm Placement Service, Bureau of Employment Security, U. S. Employment Service and affiliated State agencies—Continued*

| State               | Day-haul operations      |                                |                                                    |                                              |                                                    |                                                  | Placement of youth to live in farm homes (VII) | Placement services to reservation Indians <sup>3</sup> (VIII) | Puerto Ricans contracted from island (IX) | Farm clinics <sup>4</sup>                 |                           |
|---------------------|--------------------------|--------------------------------|----------------------------------------------------|----------------------------------------------|----------------------------------------------------|--------------------------------------------------|------------------------------------------------|---------------------------------------------------------------|-------------------------------------------|-------------------------------------------|---------------------------|
|                     | Operated by State agency |                                |                                                    |                                              |                                                    |                                                  |                                                |                                                               |                                           | Number of local offices participating (X) | Total number of days (XI) |
|                     | Number of towns (I)      | Number of day-haul points (II) | Daily average number of workers <sup>1</sup> (III) | Total workers on peak days <sup>2</sup> (IV) | Number of towns with special program for youth (V) | Day-haul points established by State agency (VI) |                                                |                                                               |                                           |                                           |                           |
|                     |                          |                                |                                                    |                                              |                                                    |                                                  |                                                |                                                               |                                           |                                           |                           |
| North Carolina..... | 192                      | 391                            | 17,355                                             | 26,250                                       | 0                                                  | 510                                              | 30                                             | 0                                                             | 0                                         | 15                                        | 313                       |
| North Dakota.....   | 13                       | 13                             | 448                                                | 1,319                                        | 2                                                  | 13                                               | 80                                             | 3,492                                                         | 0                                         | 1                                         | 24                        |
| Ohio.....           | 51                       | 135                            | 2,530                                              | 4,523                                        | 37                                                 | 0                                                | 0                                              | 0                                                             | 0                                         | 0                                         | 0                         |
| Oklahoma.....       | 10                       | 39                             | 597                                                | 1,224                                        | 0                                                  | 241                                              | 0                                              | 0                                                             | 0                                         | 0                                         | 0                         |
| Oregon.....         | 30                       | 64                             | 2,371                                              | 6,336                                        | 4                                                  | 400                                              | 0                                              | 0                                                             | 0                                         | 0                                         | 0                         |
| Pennsylvania.....   | 136                      | 178                            | 4,420                                              | 7,460                                        | 22                                                 | 24                                               | 100                                            | 0                                                             | 2,715                                     | 0                                         | 0                         |
| Rhode Island.....   | 0                        | 0                              | 0                                                  | 0                                            | 0                                                  | 0                                                | 0                                              | 0                                                             | 0                                         | 0                                         | 0                         |
| South Carolina..... | 25                       | 87                             | 1,596                                              | 4,149                                        | 0                                                  | 32                                               | 0                                              | 0                                                             | 0                                         | 3                                         | 7                         |
| South Dakota.....   | 0                        | 0                              | 0                                                  | 0                                            | 0                                                  | 0                                                | ( <sup>1</sup> )                               | 1,127                                                         | 0                                         | 3                                         | 26                        |
| Tennessee.....      | 41                       | 62                             | 9,911                                              | 18,146                                       | 0                                                  | 218                                              | 79                                             | 0                                                             | 0                                         | 2                                         | 4                         |
| Texas.....          | 26                       | 54                             | 3,179                                              | 6,896                                        | 3                                                  | 134                                              | 0                                              | 8,434                                                         | 0                                         | 30                                        | 325                       |
| Utah.....           | 15                       | 49                             | 1,165                                              | 2,361                                        | 11                                                 | 34                                               | 204                                            | 0                                                             | 0                                         | 0                                         | 0                         |
| Vermont.....        | 4                        | 4                              | 80                                                 | 145                                          | 4                                                  | 0                                                | 0                                              | 0                                                             | 0                                         | 0                                         | 0                         |
| Virginia.....       | 12                       | 50                             | 2,863                                              | 4,875                                        | 0                                                  | 0                                                | 0                                              | 0                                                             | 0                                         | 0                                         | 0                         |
| Washington.....     | 17                       | 21                             | 2,255                                              | 7,820                                        | 0                                                  | 27                                               | 118                                            | 5,088                                                         | 0                                         | 0                                         | 0                         |
| West Virginia.....  | 3                        | 9                              | 2,192                                              | 316                                          | 0                                                  | 0                                                | 0                                              | 0                                                             | 0                                         | 0                                         | 0                         |
| Wisconsin.....      | 20                       | 45                             | 2,545                                              | 5,569                                        | 15                                                 | 25                                               | 117                                            | 1,111                                                         | 0                                         | 0                                         | 0                         |
| Wyoming.....        | 0                        | 0                              | 0                                                  | 0                                            | 0                                                  | 0                                                | 38                                             | 737                                                           | 0                                         | 0                                         | 0                         |

See footnotes at end of table, p. 44.

Preliminary inventory of selected farm placement activities, 1954—Farm Placement Service, Bureau of Employment Security, U. S. Employment Service and affiliated State agencies—Continued

| State                            | Farm labor bulletins                |                                        | State work guides distributed   |                         | Local offices using sound equipment<br>(XVI) | Volunteer farm placement representatives<br>(XVII) | Migratory labor employment records <sup>1</sup>      |                                               |     | Food-processing employers receiving placement services<br>(XXI) |
|----------------------------------|-------------------------------------|----------------------------------------|---------------------------------|-------------------------|----------------------------------------------|----------------------------------------------------|------------------------------------------------------|-----------------------------------------------|-----|-----------------------------------------------------------------|
|                                  | Number of issues published<br>(XII) | Number of copies distributed<br>(XIII) | To other States                 |                         |                                              |                                                    | Completed by State of migrants' residence<br>(XVIII) | Transmittals to other State agencies<br>(XIX) |     |                                                                 |
|                                  |                                     |                                        | Within reporting State<br>(XIV) | To other States<br>(XV) |                                              |                                                    |                                                      |                                               |     |                                                                 |
|                                  |                                     |                                        |                                 |                         |                                              |                                                    |                                                      |                                               |     |                                                                 |
| United States total <sup>2</sup> |                                     |                                        |                                 |                         |                                              |                                                    |                                                      |                                               |     |                                                                 |
| Alabama                          | 12                                  | 1,800                                  | 0                               | 0                       | 30                                           | 0                                                  | (7)                                                  | 79                                            | (7) | (7)                                                             |
| Arizona                          | 38                                  | 360                                    | 2,500                           | 30                      | 1                                            | 9                                                  | 36                                                   | 362                                           | 70  | 7                                                               |
| Arkansas                         | 42                                  | 87,003                                 | 0                               | 0                       | 3                                            | 64                                                 | 13                                                   | 1,144                                         | 0   | 34                                                              |
| California                       | 52                                  | (7)                                    | 32,000                          | 0                       | 32                                           | 13                                                 | 0                                                    | 0                                             | 0   | (7)                                                             |
| Colorado                         | 26                                  | 525                                    | 8,060                           | 4,425                   | 1                                            | 77                                                 | 7                                                    | 26                                            | 282 | 14                                                              |
| Connecticut                      | 1                                   | 5,000                                  | 0                               | 0                       | 4                                            | 0                                                  | 0                                                    | 0                                             | 0   | 0                                                               |
| Delaware                         | 0                                   | 0                                      | 250                             | 750                     | 0                                            | 0                                                  | 75                                                   | 3,250                                         | 35  | 21                                                              |
| Florida                          | 31                                  | 8,680                                  | 1,000                           | 4,000                   | 12                                           | 23                                                 | 568                                                  | 34,200                                        | 542 | 381                                                             |
| Georgia                          | 0                                   | 0                                      | 0                               | 0                       | 19                                           | 9                                                  | 38                                                   | 2,350                                         | 0   | 40                                                              |
| Idaho                            | 24                                  | 28,200                                 | 2,925                           | 280                     | 0                                            | 9                                                  | 7                                                    | 117                                           | 308 | 400                                                             |
| Illinois                         | 21                                  | 5,250                                  | 16,250                          | 2,260                   | (7)                                          | 0                                                  | 0                                                    | 0                                             | 0   | 0                                                               |
| Indiana                          | 22                                  | 16,350                                 | 1,500                           | 500                     | 0                                            | 0                                                  | 37                                                   | 815                                           | 62  | 0                                                               |
| Iowa                             | 98                                  | 68,255                                 | 0                               | 0                       | 0                                            | 544                                                | 0                                                    | 0                                             | 70  | 17                                                              |
| Kansas                           | 82                                  | 30,100                                 | 7,000                           | 3,000                   | 0                                            | 166                                                | 0                                                    | 0                                             | 0   | 10                                                              |
| Kentucky                         | (7)                                 | (7)                                    | (7)                             | (7)                     | (7)                                          | (7)                                                | (7)                                                  | (7)                                           | (7) | (7)                                                             |
| Louisiana                        | 40                                  | 18,000                                 | 250                             | 1,610                   | 0                                            | 0                                                  | 7                                                    | 176                                           | 7   | 44                                                              |
| Maine                            | 0                                   | 0                                      | 13,300                          | 0                       | 1                                            | 0                                                  | 0                                                    | 0                                             | 0   | 29                                                              |
| Maryland                         | 0                                   | 0                                      | 0                               | 0                       | 0                                            | 0                                                  | 0                                                    | 0                                             | 0   | 75                                                              |
| Massachusetts                    | 0                                   | 0                                      | 0                               | 0                       | 0                                            | 0                                                  | 0                                                    | 0                                             | 0   | 48                                                              |
| Michigan                         | 0                                   | 0                                      | 2,000                           | 2,000                   | 0                                            | 0                                                  | 0                                                    | 0                                             | 0   | 61                                                              |
| Minnesota                        | 2,341                               | 56,244                                 | 0                               | 0                       | 0                                            | 398                                                | 264                                                  | 3,184                                         | 219 | 94                                                              |
| Mississippi                      | 47                                  | 24,500                                 | 0                               | 0                       | 14                                           | (7)                                                | 16                                                   | 257                                           | 0   | 0                                                               |
| Missouri                         | 30                                  | 2,700                                  | 0                               | 0                       | 2                                            | 155                                                | 25                                                   | 598                                           | 171 | 0                                                               |
| Montana                          | 51                                  | 17,850                                 | 450                             | 75                      | 0                                            | 178                                                | 13                                                   | 1,733                                         | 137 | 5                                                               |
| Nebraska                         | 54                                  | 10,080                                 | 0                               | 0                       | 0                                            | 211                                                | 0                                                    | 0                                             | 258 | 25                                                              |
| Nevada                           | 0                                   | 0                                      | 0                               | 0                       | 0                                            | 0                                                  | 0                                                    | 0                                             | 0   | 0                                                               |
| New Hampshire                    | 0                                   | 0                                      | 0                               | 0                       | 0                                            | 0                                                  | 1                                                    | 35                                            | 0   | 1                                                               |
| New Jersey                       | 0                                   | 0                                      | 250                             | 50                      | 0                                            | 0                                                  | 149                                                  | 5,775                                         | 145 | 23                                                              |
| New Mexico                       | 29                                  | 449                                    | 0                               | 0                       | 2                                            | 19                                                 | 18                                                   | 207                                           | 13  | 5                                                               |
| New York                         | 33                                  | 3,355                                  | 1,500                           | 2,750                   | 1                                            | 0                                                  | 0                                                    | 0                                             | 500 | 112                                                             |

See footnotes at end of table, p. 44.



Preliminary inventory of selected farm placement activities, 1954—Farm Placement Service, Bureau of Employment Security, U. S. Employment Service and affiliated State agencies—Continued

| State               | Farm labor bulletins                |                                        | State work guides distributed   |                         | Local offices using sound equipment<br>(XVI) | Volunteer farm placement representatives<br>(XVII) | Migratory labor employment records <sup>5</sup> |                                    |                                              | Food-processing employers receiving placement services<br>(XXI) |
|---------------------|-------------------------------------|----------------------------------------|---------------------------------|-------------------------|----------------------------------------------|----------------------------------------------------|-------------------------------------------------|------------------------------------|----------------------------------------------|-----------------------------------------------------------------|
|                     | Number of issues published<br>(XII) | Number of copies distributed<br>(XIII) | To other States                 |                         |                                              |                                                    | Completed by State of migrants' residence       |                                    | Transmittals to other State agencies<br>(XX) |                                                                 |
|                     |                                     |                                        | Within reporting State<br>(XIV) | To other States<br>(XV) |                                              |                                                    | Number of worker groups<br>(XVIII)              | Number of workers covered<br>(XIX) |                                              |                                                                 |
|                     |                                     |                                        |                                 |                         |                                              |                                                    |                                                 |                                    |                                              |                                                                 |
| North Carolina..... | 0                                   | 0                                      | 0                               | 0                       | 8                                            | 64                                                 | 183                                             | 9,681                              | 996                                          | 2                                                               |
| North Dakota.....   | 63                                  | 34,650                                 | 1,000                           | 1,500                   | 0                                            | 247                                                | 0                                               | 0                                  | 372                                          | (7)                                                             |
| Ohio.....           | 0                                   | 0                                      | 1,445                           | 0                       | 6                                            | 0                                                  | 0                                               | 0                                  | 102                                          | 64                                                              |
| Oklahoma.....       | 43                                  | 68,675                                 | 5,230                           | 2,270                   | 0                                            | 475                                                | 5                                               | 24                                 | 6                                            | 21                                                              |
| Oregon.....         | 27                                  | 3,915                                  | 4,990                           | 173                     | 5                                            | 0                                                  | 0                                               | 0                                  | 21                                           | 126                                                             |
| Pennsylvania.....   | 0                                   | 0                                      | 500                             | 500                     | 10                                           | 20                                                 | 0                                               | 0                                  | 115                                          | 60                                                              |
| Rhode Island.....   | 0                                   | 0                                      | 0                               | 0                       | 0                                            | 0                                                  | 0                                               | 0                                  | 0                                            | 0                                                               |
| South Carolina..... | 0                                   | 0                                      | 0                               | 0                       | 9                                            | 0                                                  | 0                                               | 0                                  | 0                                            | 19                                                              |
| South Dakota.....   | 40                                  | 24,000                                 | 3,000                           | 1,600                   | 0                                            | 275                                                | 30                                              | 145                                | 5                                            | 3                                                               |
| Tennessee.....      | 52                                  | 140                                    | 0                               | 0                       | 4                                            | 0                                                  | 0                                               | 0                                  | 0                                            | 19                                                              |
| Texas.....          | 54                                  | 1,290                                  | 10,560                          | 1,400                   | 5                                            | 31                                                 | 639                                             | 12,929                             | 946                                          | 148                                                             |
| Utah.....           | 0                                   | 0                                      | 0                               | 0                       | 0                                            | 1                                                  | 25                                              | 367                                | 7                                            | 23                                                              |
| Vermont.....        | 0                                   | 0                                      | 0                               | 0                       | 0                                            | 0                                                  | (7)                                             | (7)                                | (7)                                          | (7)                                                             |
| Virginia.....       | 12                                  | 1,860                                  | 0                               | 0                       | 0                                            | 0                                                  | 350                                             | 3,000                              | 1,000                                        | 0                                                               |
| Washington.....     | 155                                 | 1,503                                  | 8,695                           | 425                     | 4                                            | 3                                                  | 60                                              | 1,574                              | 46                                           | 221                                                             |
| West Virginia.....  | 0                                   | 0                                      | 0                               | 0                       | 0                                            | 103                                                | 0                                               | 0                                  | 0                                            | 1                                                               |
| Wisconsin.....      | 20                                  | 155                                    | 1,000                           | 2,000                   | 0                                            | 3                                                  | (7)                                             | (7)                                | (7)                                          | 129                                                             |
| Wyoming.....        | 15                                  | 16,425                                 | 0                               | 0                       | 0                                            | 59                                                 | 2                                               | 14                                 | 37                                           | 7                                                               |

<sup>1</sup> Represents sum of daily averages of numbers of workers in towns with specified day-haul operations.

<sup>2</sup> Represents sum of numbers of workers on peak days in towns with specified day-haul operations.

<sup>3</sup> Includes approximately 5,521 services counted twice, once as negotiated employment agreements between applicant Indians and nonlocal employers made through the offices located on reservations, and again as placements made by the offices which obtain the job order.

<sup>4</sup> A farm clinic is a meeting organized by the local office and scheduled in advance for employers and workers for on-the-spot referrals and placements; in some localities, farm clinics are referred to as "farm employment days" or "farm labor market days."

<sup>5</sup> Use of these records was introduced during 1954; therefore, these figures do not represent a full year of activity.

<sup>6</sup> Column totals exclude States shown as information not available.

<sup>7</sup> Information not available.

<sup>8</sup> Includes placements made January–September 1954 only.

#### ADDITIONAL ACTIVITIES

1. In 1953, 8,912,152 farm jobs were filled by workers referred by the local State employment security offices.

2. Number of supervised camps for school-age farmworkers in which State agency participated in organization, recruitment, or placement—8 in 3 States (Indiana, Massachusetts, and Wisconsin).

3. Number of employers for whom the services of combines and cotton-harvesting machines were obtained by the State agency:

(a) Small grains combines: (1) From out of State, 3,268; (2) from out of area, 2,534.  
(b) Cotton-harvesting machines: (1) From out of State, 47; (2) from out of area, 116.

Mr. SICILIANO. Each of the State employment services has the activity that they refer to as farm placement.

We have it in our Federal setup. And the State employment security agencies have it in their State setup. The farm placement service—that service is an arm of the employment service.

In an area the people working in the farm placement service actually make contacts with farmers in that area or with farm associations in that area, as to what is the scheduled need of people for farmhands, for harvest purposes particularly, for that area over the next period or immediate period of time, that is 2 or 4 months. I am not too familiar with the length of time there.

Then they compile of course the composite needs in the area and in turn submit that to their own State offices. The State office attempts to correlate this need as shown in one area of the State with another's need, and at the same time makes an effort through the use of its employment office to get in touch with migrant workers and farmworkers who very often, as you know, travel in groups of 20, 30, or even 100, or resident farmhands. And based then upon the survey of available people in that area to do the job that appears will have to be done, if it is found that there will be a shortage of worker that are needed and what the number of workers that will be needed in a particular area is. That shortage can only be met by either going into other States or by bringing in Mexican contract workers.

We actually work across State lines. There may be workers available in other States and if so, the employment services in these other States are contacted, and told where the employment opportunities are.

Mr. GATHINGS. The city of Memphis, has labor available in considerable number. This labor is sent out over an area of about 45 to 50 miles around the city of Memphis.

Mr. SICILIANO. A very big day-haul program there. In fact the day-haul program in the city of Memphis. I believe we generally regard as the largest day-haul program in the United States.

Mr. GATHINGS. That is considered, though, in making up your need requests in Mississippi, west Tennessee, southeast Missouri, or Arkansas.

Mr. SICILIANO. Placement of workers is made in that entire area. In that instance, most of them are all American migrant workers or American farmworkers.

Some of them will not travel much beyond that immediate area as far as seeking work is concerned.

Anyway we get to the point of where we have done all we can on a domestic basis to recruit workers and to send them in to areas where they are needed and at that point then we say that 1,000 workers are needed in an area and we have only 400, the difference has to be met somehow.

Mr. GATHINGS. It is advertised also in these areas. I just want to say to you that I know of areas in the Midsouth where the colored preachers preach from the pulpit and let the word be known that labor will be required in certain sections.

Mr. SICILIANO. Yes.

Mr. GATHINGS. Any further questions?

Mr. Hoeven?

Mr. HOEVEN. First of all, I want to compliment Mr. Siciliano on a very fine statement. I am also pleased to learn that the wetback problem is being handled with such dispatch and satisfaction. I am interested in the part of your statement in which you say on page 5, all of these factors lend encouragement to the belief that eventually United States agriculture may not be as dependent upon foreign labor as at present.

Mr. SICILIANO. That is right.

Mr. HOEVEN. It is your thought that in order to bring about such a situation, that we will have to make labor so attractive to the American worker, that there will be very little or no necessity for importing foreign labor, is that right?

Mr. SICILIANO. That is right, sir. Also, another aspect is the fact that because of these technological changes fewer will be needed. If I could speak to the first point, however—

Mr. HOEVEN. Yes, may I interrupt just to say, let us get on this premise, the general prevailing idea has been that we need this foreign labor because the American labor will not do the so-called stoop labor.

Mr. SICILIANO. That is right. That is the general premise. You will be interested in an effort that we are making in the Government. Some months ago the President set up what is now referred to as the Presidential Advisory Committee on Migration Problems. Secretary of Labor Mitchell is the Chairman of this Advisory Committee. This is an interagency advisory committee. The objective is, of course, to improve the lot of the workingman, improve the working conditions of American migrant labor. How can you do this? It can best be done at the local level. That is fairly elementary. But a lot of things have to be brought out. The people have to be made aware of the problem. I think most of us might see these migrant farmers along the road and just shake our heads and drive on by. Very often the communities would not care to have the children of these migrant laborers go to the schools because it makes an added burden on the taxload. There are many, many problems of transportation, housing, sanitation, and health conditions in general.

We have this interagency committee that is made up of all governmental agencies, Home Housing and Finance, Department of Agriculture, the Labor Department as I have mentioned and the Health, Education, and Welfare. We have been meeting to try to formulate some kind of plan by which we can sell the improvement of the working conditions of migrant workers in this country. And it has to be a grass-roots approach. This is no effort at least in our minds of something emanating from Washington that is going to descend on the local people—in this direction we have met recently with a great number of people engaged in the States, in farm placement work. This is in Memphis, just within the last 6 weeks in fact. It was a successful meeting. It was a sort of an awareness, at least we hope, of what can be done in this problem. It is not a new problem of course. But we think some new steps should be taken.

Mr. HOEVEN. Do I understand that the Department of Labor is opposed to the permanent extension of this law?

Mr. SICILIANO. We are.

Mr. HOEVEN. The Department suggests an extension of 4½ years in order to get around certain budgetary implications and require-



ments. Would not that same reason prevail for 2½ years' extension, rather than 4½?

Mr. SICILIANO. It might. Of course it would so far as the half is concerned. We felt as far as the 4 rather than the 2 years, our only reason being that it makes it difficult administratively to operate a good program when you operate on such a tentative temporary basis, the kind of help we are able to get to work for the Government sometimes feels, well, this is not very permanent, this kind of job, and there is a turnover there. Obviously, I can anticipate that 4 years is not too permanent, either.

Mr. HOEVEN. I think the last extension was for a 2-year period.

Mr. SICILIANO. Yes, sir.

Mr. HOEVEN. My point is that if we add another 6 months, you will overcome the objection you have on account of budgetary reasons.

Mr. SICILIANO. That is right.

Mr. HOEVEN. That would be in line with your overall theory that perhaps we can gradually eliminate all of this foreign labor?

Mr. SICILIANO. That is right.

Mr. HOEVEN. That is all. Thank you.

Mr. GATHINGS. Mr. Fisher?

Mr. FISHER. Mr. Secretary, I represent a district along the Mexican border where most of the users of the labor are in the ranching and livestock business, rather than farming, so I am just generally familiar with the success of the program as applied to that type of labor. I am not very familiar with it in regard to the farmwork where larger numbers are used in each unit. I should like to say that from the reports that I get the program has worked better the last 2 years than it ever has. And you and your Department and those who are administering it are entitled to a lot of credit, in getting a lot of the redtape out of this thing, working out a better arrangement with the Mexican Government and administering it in a more commonsense practical way, which has resulted in what I have just said.

Reference was made to the reduction of the wetback problem, and it was said that the Immigration Service has done a very good job. Without belittling that, I would say that your Department, those who have administered this program, are entitled to even more credit because, as it always has been maintained by many of us on these various legislative matters that have come up in the last 10 years, the way best to stop the wetback situation is to make a workable legal system so that they can come in legally and not be obstructed from that desire, as otherwise, in their hunger and desperation they swim the river; don't you agree?

Mr. SICILIANO. We agree with that.

Mr. FISHER. Another thing: you had this problem in your negotiations in the past. It was one of the reasons why you had a hung jury with Mexico a year ago last January. The matter of the recruiting stations inside of Mexico. You finally got some concessions, but not as much as you desired. What is the situation in that regard now? I think that is very important, too, if we want to stop the wetback situation. It is to make it as convenient an arrangement as can be worked out with Mexico, to enable those people in the border area to be recruited without having to travel a thousand miles into the interior of Mexico for that purpose. Would you comment on that?

Mr. SICILIANO. Yes, sir; I would like to.



Actually, we did get a concession at the same time to establish two additional stations. One was at the border station that we just have had to close—Mexicali—that is the border station that we operated for about a year. It recently was closed and shifted back about 140 miles to Hermacillo. The reason for that was that the Mexican Government requested us, because of the great numbers of Mexicans that were congregating in the border area, to consent to its closing.

The Immigration Service particularly was involved as much as we were in this—so we agreed that for that reason we would go along with the Mexican Government's request. Generally speaking, we opened another—we are still operating very effectively so far as the placement of people is concerned, and the contracting of them. We have opened another station at Hidalgo to service the entire lower valley of Texas, and that is a very, very busy station. It is a very needed one there.

Mr. FISHER. Where is that in regard to Monterey, in that vicinity?

Mr. SICILIANO. About 160 miles from Monterey.

Mr. FISHER. Farther into the interior?

Mr. SICILIANO. Hidalgo is right on the border—the Texas border. It is right on the Texas side.

Mr. FISHER. It is your policy then, and you recognize the importance of it, I am sure, it is your general policy to encourage and insist upon as far as you can, the recruiting stations in the vicinity of the border, at least some in that vicinity?

Mr. SICILIANO. It is.

Mr. FISHER. You are going to pursue that policy?

Mr. SICILIANO. We definitely want to pursue that.

Mr. FISHER. I was also interested in your statement which I think is significant, to the effect that your relations with the Mexican Government have been cordial and cooperative during the past year in regard to the administration of this program?

Mr. SICILIANO. They have been.

Mr. FISHER. You will recall that a year ago when it became necessary for the Congress to pass a bill authorizing unilateral processing, there were many prophecies of dire consequences if that bill were enacted. And it might almost break off diplomatic relations. Those of us who supported it, insisted that it would probably have the opposite effect. It would put you in a better bargaining position in dealing with the Mexican Government, and apparently that has been the result. Do you agree with that?

Mr. SICILIANO. Our relations now are excellent.

Mr. FISHER. One other question I think ought to be brought up and in the record. That is the recent report that has come to me from several sources about this insurance matter. You know what I am talking about.

Mr. SICILIANO. I certainly do.

Mr. FISHER. Why, we are informed that the Mexican Government has rather arbitrarily insisted that all of the insurance on the Mexican workers in this country be carried by 1 company, and only 1 company, and where, according to the information I have, the rate is considerably higher than the competing companies that are equally as valid and solvent. Would you comment on that and what has taken place in regard to it?

Mr. SICILIANO. We had never received the Mexican Government's proposal on nonoccupational insurance. I should give, perhaps, a little bit of history.

At present nonoccupational insurance is being handled on a local basis. The employee, that is, the Mexican employee, pays for it himself. We have more than 20 American companies that are participating in supplying this insurance.

Mr. FISHER. That is deducted from his pay?

Mr. SICILIANO. That is deducted from his pay.

Mr. FISHER. All right.

Mr. SICILIANO. One of the recent agreements with the Mexican Government permits their Social Security Institute to handle on a nationwide basis or a single basis this contracting of nonoccupational insurance. We had reports similar to the kind of thing that you mentioned. So recently we had some conversations. I had an opportunity to discuss some of the planning that the Mexican Social Security Institute were doing in this field, and now we have every reason to believe that they are taking the kind of approach to this problem, namely, permitting qualified American companies to come in and participate on as wide a basis as possible. Further as to the rate, well, we do not know what the rate is, but we did raise questions as to what we had heard, and we are very encouraged right now that a fresh look, so to speak, is being made. I have advised individual inquirers as developments occur I will be very happy to keep them informed. We definitely agree, Secretary Mitchell has taken a very firm stand on this concept of operation to any kind of thing that would be akin to monopoly of insurance business in this country especially if it is going to involve 300 or 350 thousand Mexicans.

Mr. FISHER. Then the report which must have had some basis originally, that that is what they planned to do, has not materialized; that is correct?

Mr. SICILIANO. That is right.

Mr. FISHER. And as of this moment, you are able to say that the insurance covering these workers may be taken out with different American companies?

Mr. SICILIANO. Yes, sir; that is what we have been advocating to them, and from my recollection I would say that there was an acceptance of that principle.

Mr. FISHER. You will insist that no discrimination be practiced on the part of the Mexican Government in that regard so far as American insurance companies are concerned?

Mr. SICILIANO. As far as we are able to, well, the Department of Labor will point that out to them. The reason I qualify that is that the Mexican Government has agreed to permit us to review the program. We are not exactly sure how far the review should go. I am not worried about the technicality of it. I know the Mexican officials are not. Because there is a complete spirit there of cooperation.

Mr. FISHER. How long does the present agreement extend, for the rest of this year?

Mr. SICILIANO. For the rest of this year.

Mr. FISHER. Then you will negotiate in the fall, will you, for the extension?

Mr. SICILIANO. Yes.

Mr. FISHER. That will probably be in the fall?

Mr. GATHINGS. Provided we have the authority written into the law.

Mr. SICILIANO. Yes, sir.

Mr. FISHER. That is all.

Mr. GATHINGS. I want to read part of section 503 of Public Law 70. And I quote:

No workers recruited under this title shall be available for employment in any area unless the Secretary of Labor has determined and certified that (1) sufficient domestic workers who are able, willing, and qualified are not available at the time and place needed to perform the work for which such workers are to be employed, (2) the employment of such workers will not adversely affect the wages and working conditions of domestic agricultural workers similarly employed, and (3) reasonable efforts have been made to attract domestic workers for such employment at wages and standard hours of work comparable to those offered to foreign workers.

That is a pretty broad language and you have carried out the intent of Congress and the express provision of that law; have you not?

Mr. SICILIANO. Yes, sir; we have.

Mr. GATHINGS. Mr. Wilson?

Mr. WILSON. I would like to ask the Secretary a question or two. I represent a district along the Mexican border just as Mr. Fisher does. I want to commend the Department of Labor and the Attorney General and the Department of Justice for the fine way that this law has been administered in the past years since we got the amendment through last year. That has had a considerable effect on cutting down the wetbacks in my area.

In fact, that has cut them down, I understand, along the Mexican border from 3,000 a day to less than 300 a day apprehensions. It has had an effect in the hiring of contract workers in my county alone. Last year at this time we had a thousand workers under contract. This year we have 3,000 under contract. And usually at this time of year we see a lot of wetbacks coming out of Mexico for the spring jobs. They come out like the buds in the spring usually; they are not doing it this spring and I think the way the law is being administered and the new provision we put in last year was responsible for that. I also feel that the border recruiting provision that Mr. Fisher spoke of is one of the reasons why it has been workable for our area. But in your statement, Mr. Secretary, I have a question or 2 about 1 or 2 of the points in these proposed amendments that you suggest. One, you say that you are suggesting an amendment where you recruit workers from the Republic of Mexico only when sufficient domestic labor is unavailable at a scale of wages found by him to be prevailing for comparable work in the area.

Just how specific do you mean that comparable work? Do you mean general agricultural work or do you say comparable fieldwork for fieldwork or packinghouse work, and so forth?

Mr. SICILIANO. That is right. Packinghouse work for packinghouse work and fieldwork for fieldwork. Actually we are doing this right now. The question was raised to me privately, yesterday by phone, saying, would a fieldworker be called upon to be paid the same as a packinghouse workers and I said "No," and I am still trying to say, this is clarification of policy. This is an attempt to explain what "adversely affect" means. Although you may say you are doing all of this now, why do you want it? That is a good question. Actually there seems to be a need for it occasionally, because there are those



who believe that Mexican workers should be receiving less. That they are not being adversely affected, that American workers are not being adversely affected, provided you have all of the American workers in there and paying them why can't you bring Mexican workers in and pay them less?

Mr. WILSON. I am glad to get your statement on that. I think you are entirely right in your analysis of it.

The second one has to do with your second proposal here where you offer comparable jobs with the fringe benefits to the domestic workers. I understood from a previous statement that you made that you did not intend to figure the monetary value of these fringe benefits and tack them onto the prevailing wage?

Mr. SICILIANO. No.

Mr. WILSON. Then I cannot quite understand the need for this amendment. Aren't you apt to get into pretty much of an administrative problem trying to say on one hand we do not count the fringe benefits when you are considering the wages and yet on the other hand, we feel that we should offer those fringe benefits?

Mr. SICILIANO. We simply say that we think they should be offered. As I indicated, I think before you came, Mr. Wilson, I do not think we should get into the business of determining their monetary worth and then adding that on because that is picking you up by your own bootstraps so to speak as you have indicated your rate just keeps on going up if you attempted that. In some instances, some of these fringe items are actually offered to American migrants. It makes it a little bit difficult for us to bring in Mexican workers knowing what they are going to get in the way of guaranties, and knowing that American workers are not going to get the same kind of thing.

The same inducements are not there.

Mr. WILSON. Aren't they in the country in a little different circumstances than the domestic workers are in that they are from a different part of the country so they do need the transportation and the housing and so forth that the normal worker provided for himself?

Mr. SICILIANO. I agreed with that. But the thing is that the Mexican workers are premium labor. We cannot get around that. We pay more for that because they are premium labor. We are in this peculiar position of paying more for Mexican laborers when the law says that Mexican laborers are supposed to receive the prevailing wage that is being paid Americans. Well, in effect, I think it can be and of course it has been argued this is completely true. So we would like to try to equalize that by simply saying that the same inducement for American labor should be there as for Mexican labor—a peculiar way of coming in and asking that kind of thing.

Mr. WILSON. I think you are setting a precedent that will present a lot of problems and I hope you and your Department are aware of that.

Mr. SICILIANO. I have been made aware of that in the last few days.

Mr. WILSON. Thank you, Mr. Chairman, very much.

I appreciate your letting me ask those questions.

Mr. GATHINGS. Some of these problems would be the construction of housing facilities and facilities providing necessary benefits. These same benefits given to the domestic workers would encourage them to drag their families around from pillar to post all over the country if



this amendment is written into the law. Those would be some of the problems.

Mr. WILSON. I think you are creating a socialized agriculture if you are going to try to furnish for the domestic workers some of the fringe benefits that are very rightfully due to those we bring out of the country into your country.

Mr. GATHINGS. As a matter of fact, if there is any available local supply of labor, that farmer is going to want that first, anyway, because he will not want to spend this extra money to provide transportation to bring them in from the border sometimes 1,200 miles away.

Mr. WILSON. In most instances the farmers have to train the workers brought in under contract, and I can assure you in my area they would prefer domestic labor available anywhere near the comparable wages. They realize that they have to pay extra in addition to just the wages, to have these contract workers there. You are not fooling them by saying, by adding to the prevailing wages you will have to give the other benefits in addition, because they had been willing to offer those benefits if they could get the local labor right there.

Mr. HOPE. Will you yield on that point, Mr. Wilson? I realize the problems and the difficulties, in carrying out such a policy as is proposed by this amendment but theoretically, do you think we could defend offering to Mexican laborers these fringe benefits which we do not offer to make available for the domestic workers? I mean, leaving the question of how you are going to do it out of it, just leave that out for the moment, because I think there are some tangible objections there, but theoretically how can you defend such a position that you take?

Mr. WILSON. The crux of it is the determination of what the local prevailing wage is, I think.

Mr. HOPE. Yes; but you say now that under the present law and the regulations, you have to pay the same wage to Mexican labor as you do your American labor in order to get the Mexicans. But then you offer more than the prevailing wage. If you can put some value on the fringe benefits—you say we will give them these other benefits, insurance and travel pay and those things. How can you defend giving the foreign labor more than you are willing to give domestic labor?

Mr. WILSON. The only defense I believe is the fact that you have brought them into the country and they do not have the equal facilities that the domestic labor has traditionally. They do not have the freedom that the domestic labor has.

They do not have their roots down. They do not have established home or living conditions. Therefore, as a part of your contract with them, there is an obligation. I feel, if you extended similar provisions to domestic labor, you would be creating a socialized condition within agriculture that has very serious ramifications.

Mr. HOPE. But if the American laborer gets these same benefits, the laborer has to pay for them out of his own pocket thus reducing the net amount of take-home pay that the American laborer would receive.

So, in effect, the American laborer does get less than the Mexican laborer receives, that is, if they get the same benefits that the Mexican laborer gets with these auxiliary services, they must pay for them out of their wages, and thereby reduce the take-home pay that much.

There is no question about that, is there?

Mr. WILSON. No. I would not say so.

Mr. HOPE. I do not want to belabor the point. I think there are some practical difficulties in the matter. Just as a matter of principle, I am inclined to agree with the Department's viewpoint on the matter.

Mr. GATHINGS. Any further questions? If not, we are grateful to you for your very fine statement.

At this time we are pleased, indeed, to have with us some distinguished Farm Bureau members, and I would like to call on our colleague, Mr. Hoeven, of Iowa, to introduce the delegation.

(Presentation of the delegation from Iowa by Mr. Hoeven to the committee.)

Mr. GATHINGS. Thank you. We are proud indeed to have these Farm Bureau members from the State of Iowa with us. Make yourselves at home.

Now we have next on the agenda Hon. Earl M. Hughes, Administrator, Commodity Stabilization Service, United States Department of Agriculture.

Mr. Hughes, we will be glad to hear from you.

#### **STATEMENT OF EARL M. HUGHES, ADMINISTRATOR, COMMODITY STABILIZATION SERVICE, UNITED STATES DEPARTMENT OF AGRICULTURE**

Mr. HUGHES. Mr. Chairman and members of the committee, I have a prepared statement that, with your permission, I would like to present.

Mr. GATHINGS. You may proceed.

Mr. HUGHES. We appreciate the opportunity to present to this committee the views and recommendations of the United States Department of Agriculture with respect to H. R. 3822, a bill to amend title V of the Agricultural Act of 1949, as amended, by striking out the termination date.

The Department favors the passage of the proposed legislation.

While this Department is not responsible for the administration of the Mexican farm labor program authorized by this legislation, it is concerned with the problem of assuring an adequate supply of labor to meet farm employer needs. The accomplishment of the farm job each year requires considerable numbers of hired workers. The highly seasonal character of farm operations creates a need for large numbers of seasonal workers.

Many of these workers are required for only short periods but adequate supplies must be available at the time and place needed if crop loss is to be prevented. In some areas it has been necessary to rely upon workers from Mexico to meet these agricultural needs because of inadequate supplies of domestic workers able and willing to accept short-term, intermittent employment. We do not believe that sufficient domestic workers qualified, able and willing to fill these needs will be available in the foreseeable future, especially if high levels of industrial employment continue and there is no reason to believe that there will be a slackening off of such employment. Efficient and full use of domestic manpower is in the national interest and

domestic workers must be given first and full opportunity to fill agricultural labor needs. Foreign workers should be employed only when domestic workers are not available for the particular job. During the past few years, the need for workers from out-of-country sources has, however, been rather widespread and of considerable importance as indicated by the contracting annually of several hundred thousand Mexican nationals.

We favor this legislation because in the past the temporary nature and uncertain status of the Mexican farm-labor program has not promoted confidence in the minds of employers that an adequate reliable supply of supplemental labor could be made available if needed. The provision of this bill would assure some degree of permanency and permit the establishment of a program in which farmers will have confidence and will promote efficient administration. The elimination of the termination date as proposed does not assure a continuation of the employment of Mexican national workers regardless of need. Safeguards are already included in the law, namely, section 503 which is as follows:

SEC. 503. No workers recruited under this title shall be available for employment in any area unless the Secretary of Labor has determined and certified that (1) sufficient domestic workers who are able, willing, and qualified are not available at the time and place needed to perform the work for which such workers are to be employed, (2) the employment of such workers will not adversely affect the wages and working conditions of domestic agricultural workers similarly employed, and (3) reasonable efforts have been made to attract domestic workers for such employment at wages and standard hours of work comparable to those offered to foreign workers.

Should adequate supplies of domestic labor become available, the Mexican farm labor program would cease because of the provisions of this section.

Another factor which we believe is of much importance is that relating to the illegal migration of so-called wetback labor into the United States. Much attention has been given this problem during recent years, and during the past year especially increased efforts have been made to reduce this migration to a minimum. We are firmly convinced that an effective, long-time legal program for employment of Mexican national labor is necessary before this illegal migration can be brought under control. Efficient and practical procedures for the legal employment of workers in accordance with our immigration laws, can be an effective force in reducing and eventually eliminating the employment of wetback labor in agriculture in the United States. It is our opinion that the provision of this bill will contribute to the development of such a program. It is for these reasons that this Department concurs in the extension of Public Law 78 without a termination date so that farmers can utilize this source of labor to the extent necessary and possible to meet those needs for which qualified domestic labor is not available.

MR. GATHINGS. Thank you so much, Mr. Hughes. Are there any questions by the members of the committee or others present?

MR. HOPE. I have one question, Mr. Chairman. You have stated your approval of the bill that is before the committee which provides for an indefinite extension?

MR. GATHINGS. Yes.

MR. HOPE. And you heard Mr. Siciliano's suggestion, which I understand is the official position of the Department of Labor, that



the extension should be for 4½ years. Would you have any objection to a 4½-year extension so far as the Department of Agriculture is concerned? Do you feel that would be sufficiently long to enable you to carry out a substantial program and give assurance to the farmers that they would have a dependable supply of labor?

Mr. HUGHES. We feel in the Department that the Department of Labor has the authority under the administration of the law to make the determination which is required involving the decision that you have referred to, that is, whether there is adequate reason to have the farm-labor program continued. We feel that it is unwise to inject any uncertainty into the continuation of the present law by putting a termination date on it, namely, because the Secretary of Labor has the right to make such a determination at present.

Mr. HOPE. That is your assumption?

Mr. HUGHES. Yes. I believe that was the reason that was given by the Labor Department for making just an extension for a period was that they would want to review the situation at that time.

Mr. GATHINGS. If it is extended for some period, they have the privilege of review up there.

Mr. HOPE. You agree with the Labor Department that it should be 4½ years or 2½ years or some time where the termination of the extension would coincide with the end of the fiscal year. You would go along with that?

Mr. HUGHES. That is correct, but first I want to restate that we do not agree with the Labor Department on making a definite termination date.

Mr. HOPE. I realize that. But if the committee should decide to put a permanent termination date on it, do you agree with the Labor Department that it would be better to have it terminate at the end of the fiscal year rather than at the end of the calendar year?

Mr. HUGHES. Yes; I think that is correct.

Mr. HOPE. That is all, Mr. Chairman.

Mr. GATHINGS. These extensions have been asked of Congress consistently for many years; as a matter of fact, since World War II days.

Mr. HUGHES. Yes.

Mr. GATHINGS. And it has been every year in consuming the work of this committee as well as individuals who come from coast to coast to testify here asking this extension; needlessly, as a matter of fact, if it could be extended permanently.

Mr. HUGHES. I am an Illinois farmer, and I have not been close to this program, but I realize that there has been a lot of heat raised in Congress in the past over the continuation of the program, or the discontinuation of it. Our department feels that we would be better off without having this periodical review of this program.

Mr. GATHINGS. Any further questions?

Mr. JOHNSON. I do not know whether you from the Department of Agriculture can answer my question. We hear so much about the living conditions that these Mexican workers have to live under in the United States. What is being done to improve those conditions?

Mr. HUGHES. We do not have the administration of the program. I cannot answer your question. I have Mr. Taylor here from the Agriculture Department that might want to comment on that.

Mr. L. B. TAYLOR. I do not think I have any comment to make on that. You would have to ask the Labor Department.



Mr. HILL. I would like to say to Mr. Johnson that it has been my experience that every Mexican national that has been employed in our area lived as well if not much better than he does in his native employment. So we feel that we are really helping the economy of Mexico when we bring these nationals in for temporary employment. There is not any question about that.

Mr. HOEVEN. I do not quite see where you have established any justification for permanent extension of this legislation. What is the main argument for making the thing permanent?

Mr. HUGHES. Because of the fact that the Secretary of Labor has the authority at present under the provisions in this law, to make the determinations as to whether the Mexican farm labor program is needed.

Mr. HOEVEN. The Secretary of Labor recommends 4½ years.

Mr. HUGHES. In the present regulation.

Mr. HOEVEN. In the new legislation.

Mr. HUGHES. Section 503:

No workers recruited under this title shall be available for employment in any area unless the Secretary of Labor has determined and certified that (1) sufficient domestic workers who are able, willing, and qualified are not available at the time and place needed to perform the work for which such workers are to be employed.

Mr. HOEVEN. I am familiar with that. My point is, what is your justification for making this legislation permanent when the Secretary of Labor recommends 4½ years' extension?

Mr. HUGHES. We feel that it is not necessary to inject any uncertainty as to the future of this program.

Mr. HOEVEN. Don't you think that the Congress should review this program periodically?

Mr. HUGHES. They would certainly be privileged to do that even if the termination date is stricken.

Mr. HOEVEN. That would not be as approachable as it would be if you had permanent legislation, it would mean that you would have to repeal the law?

Mr. HUGHES. Yes.

Mr. HOEVEN. Aren't you agreed on this, that if the Secretary sees fit to limit the provisions of the extension to 4½ years, it will work as well in the future as it has in the past, if not better?

Mr. HUGHES. We are not agreed on that.

Mr. HOEVEN. I do not think you have justified your position claiming that it should be extended permanently.

Mr. GATHINGS. Thank you so much, Mr. Hughes.

The next witness is Mr. Matt Triggs, Assistant Legislative Director of the American Farm Bureau Federation. We are glad to have you, Mr. Triggs.

#### STATEMENT OF MATT TRIGGS, ASSISTANT LEGISLATIVE DIRECTOR, AMERICAN FARM BUREAU FEDERATION

Mr. TRIGGS. Thank you, Mr. Chairman, and members of the subcommittee.

The American Farm Bureau Federation recommends an indefinite extension of the authorization for a Mexican farm labor program and therefore favors the enactment of H. R. 3822 without amendment.

This represents a change of policy of the American Farm Bureau Federation since in other appearances before the House Agricultural Committee we have recommended temporary legislation.

This change in policy reflects the thinking of our membership—first, that Public Law 78 is generally satisfactory legislation. This does not mean we believe the program is perfected, but rather that any criticisms we may have of the program stem from the agreement with Mexico or the administration of the program rather than from the law.

Second—that the administration of the program has been improving, as Federal agencies, representatives of the Mexican Government, farm labor associations, and farmer employers have gained experience in the operation of the program. We believe that Don Larin and others associated with him should be commended for their sincere efforts to improve the operation of the program.

Many farmers and many Congressmen have tended to regard the Mexican farm labor program as an emergency program. It has become clearer with each passing year, however, that in many areas of the United States there is a need for seasonal workers in agriculture which cannot possibly be supplied from domestic sources. The fact that there may be some unemployed workers in some areas is irrelevant, because they are not in the area where workers are needed, because they are not experienced or qualified farm workers, and because they are not interested in obtaining farm employment. Most of the work involved is “stoop” labor. American citizens have an increasing tendency to avoid this kind of work if at all possible.

Some may argue that there are partially employed farmworkers in other areas of the United States that should be called upon before Mexican nationals are employed. The United States Employment Service does now endeavor to encourage an orderly use of such labor resources. But it will be appreciated in this connection first, that generally speaking the harvest peaks in such areas using Mexican workers, so they are not available at such periods, and second, it is not necessarily desirable to uproot such workers from their home communities to become migrant workers.

One of the important factors in this connection is the decline in rural population. In 1930 the farm population was 30,529,000. By 1954 this had declined nearly 9 million to 21,890,000. In terms of the problem under consideration by this committee, this means that a much smaller pool of local domestic labor is available to be drawn upon at harvest and other seasonal period of peak labor requirements.

Some may argue that permanent legislation should not be enacted because it is possible that in some future year the program may not be necessary. In this connection we need only point out that Public Law 78 provides that Mexican nationals shall be admitted for temporary employment only if—

sufficient domestic workers who are able, willing, and qualified are not available at the time and place needed to perform the work for which such workers are to be employed.

The responsibility for the administration of the program is delegated to the Secretary of Labor who is not likely to provide workers in areas or at times when domestic workers are available. Furthermore, the Congress retains a controlling voice as to whether or not a



program should be undertaken, and as to the scope of such program, by its annual approval of appropriations.

An indefinite extension of Public Law 78 should contribute significantly to the efficiency and economy of administration of the program, since those employed in such administration would be assured of continuity of employment.

Late in the second session of the 83d Congress the Senate Judiciary Committee approved bills to establish penalties for the employment and transportation of aliens illegally in the United States. The Congress adjourned before these bills were considered by the Senate. Similar bills have been introduced in the Senate this year. Whether or not they will be approved by the Congress remains to be seen. But if permanent legislation to establish penalties for the employment and transportation of illegal aliens is to be enacted, then we submit that it is reasonable and logical that the Congress should also enact legislation to provide a permanent authorization for an orderly and legal means of meeting the labor needs of agriculture.

The law contains adequate safeguards to protect domestic workers by providing that Mexican nationals shall be employed only (1) if adequate numbers of qualified domestic workers are not available in the area, (2) that the employment of Mexican nationals will not adversely affect the wages of domestic workers similarly employed, and (3) that reasonable efforts have been made to attract domestic workers to such employment. Judging by complaints we have received from farmers the Department of Labor has bent over backward to insure that these objectives shall be accomplished.

Since transportation and other costs are involved in the employment of Mexican nationals that are not involved for domestic workers, a strong incentive exists for the use of domestic workers if they are available.

That the Mexican farm-labor program has not adversely affected farm wages is indicated by the fact that the index of farm-labor rates, as reported by the Department of Agriculture, increased from 97 in 1947 to 119 in 1954 ( $1947-49=100$ ), an increase of 23 percent. During the same period farm prices also declined 25 percent.

During the past year the Immigration Service had made an all-out effort to stop the influx of wetbacks. They have been successful in accomplishing this objective. As Immigration Commission Joseph M. Swing testified recently to the House Government Operations Subcommittee, the border patrol "is stemming the wetback invasion for the first time since before the war." We submit that this has been accomplished because and only because the program for legal entry provided by Public Law 78 has been in effect. The legal program has filled the vacuum created by the need for workers on one side of the border and the tremendous need for employment of people on the other side of the border.

The provisions of section 504 of Public Law 78, that Mexican Nationals shall not be made available to any employer who has knowingly employed illegal aliens, has contributed materially to the efforts of the Immigration Service to prevent the entry of such illegal aliens.

The Mexican farm labor program has been of major benefit to the workers and to the economy of Mexico. Employers report that after an initial splurge of spending their earnings for things they have needed or wanted, that most workers save, and send or take back to

Mexico a substantial portion of their earnings. Two years ago the Department of Labor estimated this amounted to about \$30 million a year. If the amount per worker was the same in 1954 the total number of dollars contributed to the economy of Mexico was \$45 to \$50 million.

We appreciate the opportunity of setting forth the views of the American Farm Bureau Federation on this issue and respectfully urge early and favorable action on H. R. 3822.

My testimony on this subject could not possibly be complete without at least a few comments with respect to one of the recommendations of the Labor Department.

On page 8 they say that—

the Secretary of Labor would be required to certify that every reasonable effort had been made to fill the jobs with domestic workers not only by offering them wages and hours of work comparable to those offered foreign workers, but also by offering them transportation, housing, and insurance benefits comparable to those provided foreign workers.

We submit that the Department of Labor is proposing in effect that the Department shall supervise the contracts of employment entered into by domestic farmer employers and domestic workers. The Department is to certify that these are acceptable. It is proposing in effect that we do through the operation of the Mexican Farm Labor program some things that Congress has consistently opposed doing generally.

They are proposing in effect that the Labor Department undertake to impose certain conditions relating to the employment of domestic workers with respect to standards of housing and occupational insurance that traditionally have been considered to be an appropriate function of State governments, thus overriding State authority and responsibility in these fields.

We submit that if the Congress is to deal with these subjects it should be on the basis of general legislation relating to these subjects. We should not back into the situation by imposing conditions relating to domestic workers in a bill providing for the importation of foreign workers.

In the interval since the Department has testified, I have not had an opportunity to fully appreciate the significance of all of their recommendations but it is clearly far reaching. I think that the full significance of some of their proposals would not be apparent until the Labor Department had undertaken to implement them by administration. But to take one of the proposals: That the employer prior to certification for the employment of Mexican workers shall offer to pay transportation to domestic workers. What does this mean? What domestic workers? Located where? If some domestic workers are available in Florida, does this mean an employer in Colorado must offer to pay them transportation to Colorado?

And when they arrive in Colorado is there any reason to believe that they will go to work for the employer when they have arrived? Is it not likely that this will merely become an opportunity for a free vacation trip for many workers? If some workers are paid transportation from their homes wherever they may be, to the place of employment, then others not working for employers of Mexican workers are going to demand the same benefit. This is indeed a new policy, one that, if it is logical in this instance, would be equally logical so far as employees engaged in all other industry are concerned.



I think this concept of identical comparability can be carried to a ridiculous extreme. There are some basic differences between the nature of employment of Mexican workers and domestic workers. In the first place, most Mexican workers are single men or at least they come up here as one man. They live in camps or barracks. Most logical domestic workers, most migratory workers are family people. The accommodations that they need are entirely different.

In the second place, the Mexican worker can only work for one employer. He cannot leave that employer. If he does leave that employment then he is here illegally and is subject to deportation. Under such conditions the imposition of certain standards is a reasonable necessity but to endeavor to apply the same standards to domestic workers who are free to look for other employment for conditions and terms of employment satisfactory to them is, in our opinion, an unnecessary and undesirable extension of Federal supervision of the contractual relationship.

It would, in fact, be my belief that if these proposals of the Department of Labor were to be incorporated in legislation before the Congress that our board of directors would very seriously consider recommending that the bill be killed, despite the drastic effect this would have on farmers in some areas.

We submit that the protections to domestic workers contained in the present bill are satisfactory; do in fact insure that domestic workers are adequately protected and do, in fact, receive comparable terms of employment without the necessity of detailed supervision by the Federal Government of the contracts that domestic employers and domestic workers enter into. And for these reasons, Mr. Chairman and members of the committee, we very strongly urge favorable consideration to the enactment of H. R. 3822 without amendment.

Thank you very much.

Mr. GATHINGS. Thank you, Mr. Triggs. I just wondered if your organization had made any estimate as to the additional cost should this controversial amendment, recommended by the Department of Labor, be put into the law?

Mr. TRIGGS. No, sir; we have not because you will recall we did not know that until this morning—it is not a question of cost. I do not think there is any substantial additional cost involved.

It is a question of the Federal supervision of the contractual relationship between an employer and an employee that we think is fundamentally wrong.

Mr. GATHINGS. It would take more personnel to take over a double job if they are going to have labor camps set up all over America to haul workers from Florida to California. You will have to have some supervision somewhere and it will require additional personnel.

Mr. TRIGGS. There is no question about it. I think the Labor Department would be up here if they were going to seriously consider the authorization that their proposal would give to them, they would be up here with some proposals for additional appropriations.

Mr. GATHINGS. Mr. Hope?

Mr. HOPE. Mr. Triggs, in your statement that you have just made, you are referring to one proposal?

Mr. TRIGGS. Yes, sir.

Mr. HOPE. The Department of Labor has also proposed some other amendments to the pending bill. One is to limit the extension to 4½

years. I take it from what you have said that you would be opposed to that limitation?

Mr. TRIGGS. We think that the facts in the situation are such as to support the principle that we need permanent legislation.

Mr. HOPE. If it should be extended for a stated period would you favor making the period end at the end of the fiscal year rather than at the end of the calendar year?

Mr. TRIGGS. Yes, sir; that simplifies the budgeting provision.

Mr. HOPE. You think that is a good provision?

Mr. TRIGGS. Yes.

Mr. HOPE. With respect to the other amendment that was recommended by Mr. Siciliano which would relieve the employers of certain obligations they have, such as to pay transportation of these workers back to Mexico, which under existing conditions sometimes result in their being held to double liability, would you have no objection to that?

Mr. TRIGGS. Let me express our position this way: This is a problem that our people recognize and they have debated it on many occasions. They would like to see the law changed, but every time they discuss the matter they reach the conclusion that if this change should jeopardize the program, should open it to amendment, should make it easier to get it amended on the floor of the House, or elsewhere, that by no means should we be for this proposition.

If the bill is to be rewritten, yes; we would think this ought to be included, but we hope that the bill will not be rewritten.

Mr. HOPE. That is all.

Mr. GATHINGS. Mr. Hagen?

Mr. HAGEN. I would like to ask some questions. Mr. Triggs, in your opening remarks you state that this does not mean that we believe that the program is perfected. So you admit that the program is imperfect?

Mr. TRIGGS. Yes, sir; I gave an example of that.

Mr. HAGEN. Actually, isn't any program for importing foreign labor into this country on a temporary basis somewhat of a wart on American ideals? I mean, it is not a desirable situation, is it?

Mr. TRIGGS. I think it is fair to say it is an unfortunate necessity. If we are to produce some harvest—harvest certain crops in certain parts of the United States—I think we have to have workers from some source.

Mr. HAGEN. I am going to ask you some more questions. I want to point out that I come from a farm area and even in these areas, in fact, this influx of foreign labor, whether it be illegal or legal, is not exactly popular in the community. I mean you take these imported Mexican laborers, males, they get acquainted with the local female population and will have a youngster that we cannot enforce the liability of the male parent for, and the caseload on the agency goes up, for example. In one county they had a fellow I think who was legal, who was in an automobile accident. It cost the county of Fresno \$10,000 a year to take care of that man.

Finally they had to charter a special plane to take him back to Mexico to get rid of the liability.

So admittedly this is not an ideal situation. You are not making any predictions as to the state of the economy for the next 10 or 20 years, are you?



Mr. TRIGGS. No, sir; whether or not we will need to import domestic workers 10 years from now, I haven't the faintest idea, but I know there are terminal facilities there in the legislation, it is under those circumstances, if it is not needed.

Mr. HAGEN. You mean the failure to appropriate money or what?

Mr. TRIGGS. Certainly this program is administered by the Labor Department which considers their primary function as the protection of the interests of American workers. I think this is all of the protection that is needed, because they are certainly not going to administer a program to bring workers into the United States under this authorization if there is no need for them. I think that they do bend over backwards in this connection. I guess maybe they should.

Mr. HAGEN. Of course, you have the subject of political pressures and pressures on local administrators, and so forth. I would say this was somewhat of kind of un-American activities necessary but not desirable. I come from California. We have had experience in importing foreign workers of various kinds. For example, the Filipino community in California which is kind of a rare specimen because apparently they did not let them import any Filipino females and there have been some kind of a minor social problem there not because of the character of the Filipino people necessarily but because of the situation they were in.

Do you not think that in all fairness the burden of proof is on the advocates for this program?

Mr. TRIGGS. No question about that.

Mr. HAGEN. They should be willing to come in periodically and justify the continuance of the program?

Mr. TRIGGS. Well, first, as to this social situation. It is a difficult problem. But is it not a fact that the social program that is created by bringing single men from Mexico considerably less serious than the social problem that is created by having domestic migratory workers, families, and so on, that travel around the United States? I think this Mexican program does serve this purpose, too.

Mr. HAGEN. In reply to your question, the problem of the domestic migratory worker is ours by economic necessity. The problem of the imported Mexican worker is something we do by legislative fiat. California was the beneficiary of hard times, we will say, in the Midwest and Southwest in the early thirties, and by the way, those people, many of them are still working very well as migratory workers. I can take you to labor camps in my district and you see nothing but little tow-headed kids running around there. They are very fine people. They are still in the labor market and in competition with any foreign labor that is imported under some unreasonable program.

I think certainly if we are going to pass this legislation, I admit that there is a need for some foreign labor temporarily, it should be under some termination date, which would permit us to reexamine it from time to time. I do not think it should be conceived as a permanent part of our agricultural economy in this country.

Mr. TRIGGS. Of course there is this other factor that has been mentioned here several times that one body of the Congress, the Appropriations Subcommittee, does review this thing every year. As I have seen their study of this proposition, they make a rather careful

and drastic review of the necessity of the amount of money that is required and the number of workers that are required each year. So, even if the bill is passed, the Congress has not divested itself of the opportunity to reconsider the matter every year.

Mr. HAGEN. Your point goes to that but you know also that a great many of your members would just as soon not have any of these restrictions, and would just as soon have the Labor Department out of the picture completely, and if we establish this as a permanent program for agriculture in this country, you kind of relax the moral resistance to it, and I think the thing should be looked at periodically. That is my personal opinion about it.

Mr. TRIGGS. I can appreciate that viewpoint. If that should turn out to be the viewpoint of the subcommittee, I would hope that you would make the period as long as it is possible.

Mr. GATHINGS. How long would you think it ought to be written into the law? That it should be in effect?

Mr. HAGEN. I think 3 or 4 years would be a reasonable period of time.

Mr. TRIGGS. I wonder if the House Agricultural Committee does not get awfully tired of having to consider this proposal. It is always a controversial subject.

Mr. GATHINGS. Year in and year out.

Mr. TRIGGS. Every 2 or 3 years.

Mr. HAGEN. I think the burden of proof is on the advocates of this. They should be willing to sustain that burden of proof periodically. I think 2 or 3 or 4 years, probably 4½, would be an adequate period of time. We cannot anticipate what might happen. We might have another dust bowl or the economy might slide and we would have thousands of people seeking employment on the farms. Admittedly this is not popular work when they can be employed elsewhere. But of necessity, people might have to undertake to get back into the farm-labor market.

Mr. TRIGGS. In one sense, the burden of proof now is on the grower every year, on groups of growers, to demonstrate to the Department of Agriculture that a certain number of Mexican workers are needed in the area. They have to convince the Department of Labor that a certain number should be admitted. I just cannot conceive of the Department of Labor exercising this in a manner that would be harmful to the interests of the American workers.

Mr. HAGEN. Of course there are political pressures and even individual pressures. Congress is very jealous of its prerogatives in other fields and perhaps they should also be in this field. Because it gets impossible to predict what some bureaucrat might do in the future.

Mr. GATHINGS. Thank you so much, Mr. Triggs.

Mr. TRIGGS. Thank you.

Mr. GATHINGS. We appreciate your appearance here today.

Now, the clerk advises that there is not too much going on on the floor, and I believe we could adjourn until 2 o'clock, at which time we will hear Mr. John J. Riggle, National Council of Farm Cooperatives, and Mr. Fred Bailey, legislative consultant of the National Grange.

The committee will stand adjourned until 2 o'clock.

(At 12:15 p. m. the committee recessed until 2 o'clock.)



## AFTERNOON SESSION

Mr. GATHINGS. The hearing will come to order.

Mr. Riggle, if you will come and present your statement, please.

**STATEMENT OF JOHN RIGGLE, SECRETARY, NATIONAL COUNCIL  
OF FARM COOPERATIVES**

Mr. RIGGLE. Mr. Chairman, my name is John J. Riggle, secretary of the National Council of Farm Cooperatives.

The speed with which your subcommittee has been operating today has caught me lagging behind, so I have not a prepared statement which you could follow with me. I will endeavor to cover the points which we would like to make on this bill without that statement, if that is your pleasure.

Mr. GATHINGS. Very well. That will be fine.

Mr. RIGGLE. Thank you.

The National Council of Farm Cooperatives endorses H. R. 3822 as is. The farm-labor program in the last year or two has become very much more stabilized than it has been in the past.

For a long period there has been considerable confusion both domestic and of an international nature, and apparently during the last year, in the effort to make this program work, we have succeeded to a far greater degree than had been the experience in the past.

At the present time it is being more generally accepted by the employers and the users and the people who work and are contracted under this program, and also the administration of it has so improved that we feel at this time it would be unwise to disturb it.

We do not think at this time there is any need for any amendment to the program.

One of the great effects, of course, as has already been pointed out to you today, is minimizing the use of the illegal labor. I think that proves a fundamental point that you cannot apply restriction by law unless you offer an incentive to do the opposite. And this program has offered an incentive. That is one of the reasons why, from the standpoint of the employer, it seems to us that it would be wise to continue it indefinitely.

Other programs of the Government which are not nearly so much stabilized perhaps as this program are continued on an indefinite basis and appropriated for regularly.

I can say I think it is generally agreed that many of our institutions set up in government which have been operating for some time have not become as well accepted or working as smoothly as this farm-labor program has in the last year.

This program here, as I say, offers some incentives. Some of the things that have been proposed to add to it are of such a nature that they at the present time would tend to make more rigid the cost structure of the farmer who is already in a price-cost squeeze.

Practically all of these regulations that we put into effect tend to make for rigidity in the economic system. That tendency is particularly bad for the farmer, because he has historically operated under rather elastic price and cost programs until late years.

One more rigidity applied to his cost structure aggravates the tendency we have at the present time to make it more difficult for

the small operator to get along, and it tends to make the fellow with the large operation who has good credit and is pretty well capitalized able to keep on going and to progress perhaps at the expense of the smaller operator.

The larger operator perhaps mechanizes first. There is no question that the national inflation that is engendered by regulating wages, and so forth, affects the small operator first. He is the first one to get out.

So, from that standpoint, I think that this is something that has been foreign to our agricultural cost structure and wage-cost structure, and we should not embark on it at this particular time.

I wish to call your attention in connection with this matter of establishing prevailing wages, to the monthly figures published by the United States Department of Agriculture, Agricultural Marketing Service on Farm Wage Rates. This table is page 3 of the current monthly bulletin on farm labor.

The last issue was out March 10. And this table gives the wage rates, the indexes and related data as of January 1, 1955, with comparisons. Apparently, if these figures are taken from the actual situation around the country, they reflect the wage schedules, prevailing wages, and so forth, that already are in effect and in force.

For instance, on January 1, 1955, the farm wage rate per month with board and room was \$122. That is an average all over the country.

These figures I take it are available for any particular area of the country and reflect the same differentials there that are reflected over the whole country.

Per month with house \$152. Per week with board and room \$28.50. Per week without board or room \$37.25. Per day with board and room \$5.20. Per day with house \$4.30. Per day without board or room \$5.30. Per hour with house 66 cents.

Which makes for a total composite rate per hour of all of these different conditions of 72.4 cents per hour.

The point that I wish to bring out is that in any determination under existing conditions of a prevailing wage rate the Department of Labor undoubtedly is already authorized to make the differentials which are covered in one of the amendments that was proposed here this morning, having to do with equalizing the differentials for certain conditions of housing and transportation and so forth; and, therefore, any attempt to legislate authority to require equalization of the rates would be another rigidity in the wage structure in a situation which is already getting so inelastic that a good many farmers are not able to meet the cash output that is necessary to stay in business.

So, from that standpoint, we think some of these amendments that have been proposed are not only unnecessary but absolutely operate to the detriment of the farmer's economic condition at this particular time.

With regard to some of the other proposals which have been made with respect to housing, for instance, and education of these workers, living conditions, and so forth, the Assistant Secretary of Labor this morning discussed a program which was elaborated upon at the Memphis meeting some time ago and which he said was a local problem. It was agreed at the Memphis conference that it was a local problem.



And some further discussion that I have heard of this approach to these conditions which, of course, we are interested in remedying on a local basis, have included in them this approach that was used pretty much during the war when the Extension Service by educational methods and by demonstration worked with people to improve some of these living conditions of these workers.

It seems to me that, in keeping with that, if we are going to make any real progress in this thing, we are not going to do it by a forced regulation, a rigid regulation, but we do it by getting out there and working with them at the local level.

The people of the community must get interested. There are plenty of reports and literature on some of those improvements happening at local levels which point to a way in which this can be done without engendering the controversy which comes from going too fast or too slow, and trying to regiment the progress of the whole country to the same speed and all of that sort of thing.

I think, Mr. Chairman, that that is all I care to say about this at the present time except that we endorse the bill as is.

Mr. GATHINGS. Would you feel that any one of the recommendations that Mr. Siciliano brought to the committee this morning should be enacted?

Mr. RIGGLE. We have not had a chance to consider them. Anyway, as I stated at first, this program is moving along. It has become stabilized. If we start to use this program to do something else besides furnish farm labor, imported farm labor, we would use it as a leverage to begin to work one side against the other, to put in some inequalities here or by these rigid regulations we get into an endless escalator process. When this program a year or two ago was started a lot of these conditions were written in there to insure that the Mexican worker had conditions equal to those that we had in this country, and that he did not lower the standard of wage rates and living conditions for the American worker by competition.

Now we are coming back and saying the Mexican laborer has it better than the American laborer, and we have to write conditions in here to boost him up to their level. If we start on that basis of one step over here and another over there and another on up, and so on, we are just using this program for leverage for introducing more and more rigidities into this thing and not letting the thing work itself out as it will on the present stabilized basis with these other approaches, these local educational approaches in some of these things.

Mr. GATHINGS. Your organization in previous years has approved of the extension of this law?

Mr. RIGGLE. Yes, sir.

Mr. GATHINGS. And you feel that the program had worked fairly successfully?

Mr. RIGGLE. We think it worked remarkably well the last year or two, but up to that time, why, we were continually experimenting, introducing new things, and so forth, and very few people understood it. Some international misunderstanding was there, too. Those have been pretty well smoothed out for the time being.

Mr. HAGEN. What part of the country are you from?

Mr. RIGGLE. Virginia.

Mr. HAGEN. What kind of work do you need this labor for?

Mr. RIGGLE. I don't represent Virginia——

Mr. HAGEN. I mean in your area there.

Mr. RIGGLE. But they use it for apple picking, and fruit picking, generally, and also for some other farm work.

Mr. GATHINGS. He is from the National Council of Farm Cooperatives.

Mr. HAGEN. I was wondering in the local area what they use the labor for. Mostly for fruit picking?

Mr. RIGGLE. Most of the migrant labor of course. We use a lot of other labor, too.

Mr. HAGEN. In your area when did the necessity arise and what was the reason for it?

Mr. RIGGLE. We have always had people go out and pick fruit.

Mr. HAGEN. I know that but the necessity for importing foreign labor. When did that arise?

Mr. RIGGLE. Well, it pretty well arose during the war and afterward. Afterward mostly, I should say.

Mr. HAGEN. What was the character of people used before—were they local residents or what?

Mr. RIGGLE. Yes. These old eastern areas become more and more industrialized and the wage rates have become such as to attract people to the cities and they migrate to the cities and become more or less stabilized in urban occupations.

Mr. HAGEN. Your traditional farm labor has gone to the city, is that it?

Mr. RIGGLE. The metropolitan area has pretty much moved out in our direction.

Mr. HAGEN. What is the average hourly rate for this kind of labor in your area?

Mr. RIGGLE. The average hourly rate is about a dollar.

Mr. HAGEN. Dollar an hour?

Mr. RIGGLE. About a dollar.

Mr. HAGEN. That is for apple picking?

Mr. RIGGLE. Well, that is for general farm labor in my area, which is a livestock and dairy area. I cannot tell you exactly what it is for apple picking. That is the average rate for casual labor on a short time basis.

Mr. GATHINGS. Is that the skilled rate or what?

Mr. RIGGLE. That is not tractor driving. When you get into that, usually out there you hire the machine and the man, so you get a flat rate on that. I cannot tell you what the rate is for the man but it is considerably more than that. Pretty much a competitive rate with the machine operators in the towns and villages on a job basis. Year round labor on livestock and dairy farms handle tractor work as well as other farm work.

Mr. HAGEN. In Virginia do you have a State employment service?

Mr. RIGGLE. Yes, sir.

Mr. HAGEN. Do your farmers have a farm employment division?

Mr. RIGGLE. Yes, sir.

Mr. HAGEN. You have local offices scattered throughout the rural areas of Virginia?

Mr. RIGGLE. Yes, by districts.

Mr. HAGEN. Your farmers can go in there and request so many men for apple picking, and so forth?



Mr. RIGGLE. That is right. They operate under the same conditions as they do in other States in the State employment service which is coordinated at the top level by this farm placement service in the Labor Department.

Mr. HAGEN. That is all.

Mr. GATHINGS. What is the size of your organization? I would like to get that for the record. In how many States do you operate?

Mr. RIGGLE. We have members in every State and in Puerto Rico. We represent perhaps a total of about 5,000 local farmer cooperative organizations and they have a membership at the present time of approximately 2.6 million farmers.

They actually have a membership of about 3.8 million but the duplication in membership—farmers belonging to more than one organization—reduces that to about 2.6 million.

In other words, most of the farmers of the country now belong to at least 1 cooperative organization and I have found some of them belonging to as high as 10. But on the average they belong to about 1.8 cooperative organizations.

Mr. GATHINGS. How do you formulate your policies? Before testifying now before various committees of Congress, how are you authorized to appear? Do you have a convention once a year? How do you do that?

How do you crystallize your thoughts, Mr. Riggle?

Mr. RIGGLE. We have some State councils and these policies are discussed up and down in the State councils in their meetings. And then we have an annual national meeting once a year to which each member is entitled to a delegate. Those people, those members, those local member organizations are federated into State and regional organizations. So that they come in with delegates to this national meeting.

The convention is broken up into committees. The committee to which this subject has been referred and this has been discussed for the last 10 years that I know of, pretty nearly every year—so this is not any sudden policy—that committee is the committee on labor and management problems.

They usually have a 1-day discussion on these things, and then they write a resolution to submit to the overall policy committee of the convention.

These policies are submitted to the policy committee where they are screened to see there is more or less agreement, to see that they do not interfere with some other policy, and then they are taken to the floor and voted on by the delegates.

These policies stay in effect until they are revoked or until 1 division—we have 17 divisions in the organization which are commodity divisions for purposes of representing certain interests, like the cotton division, dairy division, and so forth—1 division can revoke a policy by objecting to it. We work on the rule of unanimity—that is the reason why we have rather few policies on some of these things but we also have unanimity when we do have a policy.

Mr. GATHINGS. Mr. Riggle, I wondered whether you would like to have that data incorporated as part of your remarks?

Mr. RIGGLE. Yes, I would.

Mr. GATHINGS. If you will submit that without objection that will be done.

(The data referred to follow:)

[From Farm Labor, Agricultural Marketing Service, U. S. Department of Agriculture, March 10, 1955]

#### FARM EMPLOYMENT STARTS UP

Farm employment of 6,099,000 for the week of February 20-26 was up 5 percent from a month earlier as spring field work was getting started in the South. The number of family workers increased 194,000 to total 5,074,000 while the number of hired workers at 1,025,000 was 116,000 greater than a month earlier. Compared with a year earlier, there were 280,000 fewer family workers and 59,000 fewer hired workers.

During the week of February 20-26, field work was getting started. In the area east of the Mississippi, temperatures were above normal especially in the northern part. In the rest of the country temperatures were much below normal. Rainfall was light except for an area centered in Kentucky and extending into parts of most of the surrounding States.

From North Carolina southward along the Atlantic coast and in the southern and central parts of the Gulf Coast States farmers were preparing land for spring planting. Some corn was being planted in the southern areas of the Gulf coast States. In Texas, preparations for planting cotton, corn, and sorghums were underway in the eastern part of the State. Cotton was being planted in the lower valley area of the State. There was some field activity in Kansas where some farmers were seeding oats and barley, and a little field work in Nebraska. There was also some land preparation in western Oregon. In California and Florida, planting, cultivation, and harvest of various vegetable crops and harvest of citrus fruits were in process. Cotton picking of the 1954 crop was being finished in California.

In much of the northern part of the country, farmers were restricted to chores and repair and maintenance jobs. In most of the East, soils were generally too wet for field work while in the west cold weather limited work on farms.

The number of persons at work on farms during the survey week in February was up from a month earlier in the Middle Atlantic, and East North Central States and in the three southern regions. The largest increase was in the South Atlantic States where spring work had the best start. The East and West South Central States were next in size of increase. In most regions, the number of workers on farms increased about as usual or slightly more than usual. In the remaining regions, decreases were generally slightly less than usual except for New England where the small drop was in contrast to a usual small rise.

For family workers, the regions with increases from a month earlier were the same as for total workers and the increases were about the same as the average of recent years or a little larger. There were small decreases in the number of family workers in the New England, West North Central, Mountain, and Pacific States. In most cases they were greater than usual. In the Mountain States, the usual change is a small increase.

The number of hired workers increased 13 percent from January to February for the country as a whole and increased in all regions except the West North Central and Mountain. The decrease in the Mountain States was about the same as usual but in the West North Central States the small decrease was in contrast to a usual slight rise. In the South Atlantic, the increase of more than a third was largest and a little greater than usual. In the remaining regions, increases ranged from 5 to 16 percent. The increase in the New England States was less than usual for the season but in the Pacific States was larger.

In comparison with a year earlier, the total number of persons working on farms in late February was less in all regions except the Pacific. Family workers and hired workers also were smaller in number in all regions except the Pacific. Decreases in total employment ranged from 3 to 6 percent except for the East and West South Central States where they amounted to 10 percent. Decreases in the number of family workers were also largest in the East and West South Central States. Decreases in the number of hired workers by regions ranged from 4 to 13 percent. Decreases were largest in the East North Central and West South Central States with the East South Central States a close second. Decreases in employment from a year earlier were partly a continuation of trend but weather this year was considerably less favorable than a year earlier except on the West coast where the reverse was true.

## MEXICAN FARM LABOR PROGRAM

*Farm employment: Persons employed during week of Feb. 20-26, 1955;  
United States, with comparisons*

|                                                                            | February<br>average<br>1950-54 <sup>1</sup> | Feb. 21-27,<br>1954 | Jan. 23-29,<br>1955 | Feb. 20-26,<br>1955 |
|----------------------------------------------------------------------------|---------------------------------------------|---------------------|---------------------|---------------------|
| Farm employment (thousands of persons):                                    |                                             |                     |                     |                     |
| Total.....                                                                 | 6, 629                                      | 6, 438              | 5, 789              | 6, 099              |
| Family labor.....                                                          | 5, 528                                      | 5, 354              | 4, 880              | 5, 074              |
| Hired labor.....                                                           | 1, 101                                      | 1, 084              | 909                 | 1, 025              |
| Farm employment indexes (adjusted for<br>seasonal variation, 1910-14=100): |                                             |                     |                     |                     |
| Total.....                                                                 | 67                                          | 65                  | 62                  | 62                  |
| Family labor.....                                                          | 69                                          | 67                  | 63                  | 63                  |
| Hired labor.....                                                           | 59                                          | 58                  | 54                  | 55                  |

<sup>1</sup> Employment during the last full calendar week ending at least 1 day before the end of the month.

*Farm wage rate: Wage rates, indexes, and related data, Jan. 1, 1955,  
United States, with comparisons <sup>1</sup>*

|                                                                                 | Oct. 1, 1953 | Jan. 1, 1954 | Oct. 1, 1954 | Jan. 1, 1955 |
|---------------------------------------------------------------------------------|--------------|--------------|--------------|--------------|
| Farm wage rates:                                                                |              |              |              |              |
| Per month with board and room.....                                              | \$123. 00    | \$124. 00    | \$120. 00    | \$122. 00    |
| Per month with house.....                                                       | 150. 00      | 154. 00      | 149. 00      | 152. 00      |
| Per week with board and room.....                                               | 30. 25       | 29. 00       | 29. 25       | 28. 50       |
| Per week without board or room.....                                             | 38. 00       | 37. 50       | 37. 00       | 37. 25       |
| Per day with board and room.....                                                | 5. 30        | 5. 20        | 5. 20        | 5. 20        |
| Per day with house.....                                                         | 4. 30        | 4. 30        | 4. 25        | 4. 30        |
| Per day without board or room.....                                              | 5. 70        | 5. 40        | 5. 60        | 5. 30        |
| Per hour with house.....                                                        | . 87         | . 68         | . 86         | . 66         |
| Per hour without board or room.....                                             | . 77         | . 90         | . 75         | . 88         |
| Composite rate per hour <sup>2</sup> .....                                      | . 697        | . 730        | . 678        | . 724        |
| Farm wage rate indexes (1910-14=100): Ad-<br>justed for seasonal variation..... | 515          | 525          | 502          | 521          |
| Related indexes (1910-14=100):                                                  |              |              |              |              |
| Prices received by farmers <sup>3</sup> .....                                   | 253          | 256          | 244          | 242          |
| Ratio of prices received to farm wage rates.....                                | 49           | 49           | 49           | 46           |

<sup>1</sup> Wage rates on the average refer to a date 2 or 3 days before the 1st of the month.

<sup>2</sup> Weighted average of all rates on a per hour basis.

<sup>3</sup> Average of the 15th of the given and the 15th of the previous month.



*Farm employment: Persons employed during week of Feb. 20-26, 1955,  
United States and geographic divisions, with comparisons*

[In thousands]

**TOTAL FARM EMPLOYMENT**

| Geographic division     | February<br>average<br>1950-54 <sup>1</sup> | Jan. 24-30,<br>1954 | Feb. 21-27,<br>1954 | Jan. 23-29,<br>1955 | Feb. 20-26,<br>1955 |
|-------------------------|---------------------------------------------|---------------------|---------------------|---------------------|---------------------|
| United States.....      | 6, 629                                      | 5, 951              | 6, 438              | 5, 789              | 6, 099              |
| New England.....        | 139                                         | 136                 | 141                 | 137                 | 136                 |
| Middle Atlantic.....    | 452                                         | 433                 | 440                 | 416                 | 425                 |
| East North Central..... | 1, 098                                      | 1, 029              | 1, 081              | 974                 | 1, 026              |
| West North Central..... | 1, 258                                      | 1, 195              | 1, 203              | 1, 171              | 1, 165              |
| South Atlantic.....     | 1, 135                                      | 920                 | 1, 077              | 879                 | 1, 016              |
| East South Central..... | 940                                         | 802                 | 945                 | 779                 | 851                 |
| West South Central..... | 878                                         | 732                 | 854                 | 711                 | 769                 |
| Mountain.....           | 273                                         | 257                 | 264                 | 260                 | 250                 |
| Pacific.....            | 456                                         | 447                 | 433                 | 462                 | 461                 |

**FAMILY WORKERS <sup>2</sup>**

|                         |        |        |        |        |        |
|-------------------------|--------|--------|--------|--------|--------|
| United States.....      | 5, 528 | 5, 032 | 5, 354 | 4, 880 | 5, 074 |
| New England.....        | 101    | 101    | 99     | 99     | 96     |
| Middle Atlantic.....    | 347    | 342    | 339    | 330    | 333    |
| East North Central..... | 982    | 933    | 961    | 884    | 922    |
| West North Central..... | 1, 141 | 1, 098 | 1, 105 | 1, 078 | 1, 074 |
| South Atlantic.....     | 895    | 749    | 838    | 713    | 787    |
| East South Central..... | 833    | 704    | 824    | 683    | 743    |
| West South Central..... | 742    | 634    | 719    | 609    | 652    |
| Mountain.....           | 197    | 181    | 190    | 183    | 182    |
| Pacific.....            | 290    | 290    | 279    | 301    | 285    |

**HIRED WORKERS <sup>3</sup>**

|                         |        |     |        |     |        |
|-------------------------|--------|-----|--------|-----|--------|
| United States.....      | 1, 101 | 919 | 1, 084 | 909 | 1, 025 |
| New England.....        | 38     | 35  | 42     | 38  | 40     |
| Middle Atlantic.....    | 105    | 91  | 101    | 86  | 92     |
| East North Central..... | 116    | 96  | 120    | 90  | 104    |
| West North Central..... | 117    | 97  | 98     | 93  | 91     |
| South Atlantic.....     | 240    | 171 | 239    | 166 | 229    |
| East South Central..... | 107    | 98  | 121    | 96  | 108    |
| West South Central..... | 136    | 98  | 135    | 102 | 117    |
| Mountain.....           | 76     | 76  | 74     | 77  | 68     |
| Pacific.....            | 166    | 157 | 154    | 161 | 176    |

<sup>1</sup> Persons employed during the last full calendar week ending at least 1 day before the end of the month.

<sup>2</sup> Includes farm operators doing 1 or more hours of farmwork and members of their families working 15 hours or more during the survey week without cash wages.

<sup>3</sup> Includes all persons doing 1 or more hours of farm work during the survey week for pay.



*Farm employment: Total farm employment by geographic divisions, annual averages and by months, 1952-54<sup>1</sup>*

[In thousands of persons]

| Year and month | New England | Middle Atlantic | East North Central | West North Central | South Atlantic | East South Central | West South Central | Mountain | Pacific |
|----------------|-------------|-----------------|--------------------|--------------------|----------------|--------------------|--------------------|----------|---------|
| <i>1952</i>    | 169         | 545             | 1,332              | 1,588              | 1,574          | 1,279              | 1,087              | 380      | 615     |
| Jan.....       | 138         | 433             | 1,042              | 1,255              | 1,008          | 808                | 802                | 268      | 457     |
| Feb.....       | 138         | 441             | 1,083              | 1,247              | 1,115          | 887                | 842                | 272      | 469     |
| Mar.....       | 156         | 485             | 1,238              | 1,389              | 1,229          | 1,104              | 1,016              | 284      | 504     |
| Apr.....       | 164         | 488             | 1,394              | 1,584              | 1,517          | 1,276              | 1,176              | 362      | 536     |
| May.....       | 182         | 530             | 1,471              | 1,699              | 1,765          | 1,450              | 1,266              | 407      | 662     |
| June.....      | 196         | 619             | 1,552              | 1,782              | 1,827          | 1,409              | 1,197              | 418      | 720     |
| July.....      | 189         | 627             | 1,556              | 1,890              | 1,765          | 1,152              | 1,113              | 484      | 733     |
| Aug.....       | 203         | 656             | 1,482              | 1,892              | 1,968          | 1,494              | 1,083              | 476      | 760     |
| Sept.....      | 187         | 690             | 1,450              | 1,901              | 2,295          | 2,310              | 1,599              | 484      | 812     |
| Oct.....       | 174         | 592             | 1,382              | 1,734              | 1,952          | 2,185              | 1,321              | 439      | 683     |
| Nov.....       | 170         | 508             | 1,247              | 1,418              | 1,413          | 1,495              | 881                | 368      | 578     |
| Dec.....       | 130         | 478             | 1,082              | 1,259              | 1,041          | 975                | 751                | 299      | 471     |
| <i>1953</i>    | 174         | 544             | 1,319              | 1,575              | 1,519          | 1,367              | 1,091              | 377      | 614     |
| Jan.....       | 130         | 433             | 1,018              | 1,231              | 951            | 843                | 794                | 264      | 456     |
| Feb.....       | 133         | 443             | 1,062              | 1,229              | 1,074          | 886                | 835                | 267      | 448     |
| Mar.....       | 141         | 482             | 1,236              | 1,410              | 1,217          | 1,110              | 1,045              | 301      | 491     |
| Apr.....       | 157         | 499             | 1,354              | 1,551              | 1,499          | 1,288              | 1,186              | 354      | 533     |
| May.....       | 191         | 520             | 1,457              | 1,725              | 1,743          | 1,443              | 1,235              | 407      | 651     |
| June.....      | 211         | 622             | 1,567              | 1,826              | 1,821          | 1,440              | 1,142              | 417      | 738     |
| July.....      | 194         | 607             | 1,536              | 1,864              | 1,720          | 1,174              | 1,077              | 486      | 725     |
| Aug.....       | 212         | 648             | 1,462              | 1,894              | 1,914          | 1,445              | 1,108              | 469      | 751     |
| Sept.....      | 205         | 696             | 1,438              | 1,840              | 2,088          | 2,176              | 1,584              | 478      | 794     |
| Oct.....       | 189         | 594             | 1,362              | 1,663              | 1,881          | 2,134              | 1,354              | 442      | 709     |
| Nov.....       | 178         | 512             | 1,233              | 1,418              | 1,364          | 1,514              | 988                | 346      | 594     |
| Dec.....       | 145         | 477             | 1,098              | 1,252              | 958            | 950                | 743                | 287      | 480     |
| <i>1954</i>    | 176         | 542             | 1,307              | 1,538              | 1,520          | 1,334              | 1,058              | 365      | 611     |
| Jan.....       | 136         | 433             | 1,029              | 1,195              | 920            | 802                | 732                | 257      | 447     |
| Feb.....       | 141         | 440             | 1,081              | 1,203              | 1,077          | 945                | 854                | 264      | 433     |
| Mar.....       | 149         | 482             | 1,225              | 1,373              | 1,206          | 1,078              | 990                | 291      | 484     |
| Apr.....       | 163         | 505             | 1,358              | 1,532              | 1,551          | 1,304              | 1,193              | 356      | 548     |
| May.....       | 191         | 535             | 1,448              | 1,652              | 1,719          | 1,425              | 1,205              | 405      | 705     |
| June.....      | 204         | 601             | 1,553              | 1,789              | 1,797          | 1,385              | 1,170              | 415      | 728     |
| July.....      | 189         | 609             | 1,538              | 1,814              | 1,771          | 1,119              | 1,030              | 449      | 719     |
| Aug.....       | 219         | 642             | 1,434              | 1,805              | 1,859          | 1,415              | 1,085              | 463      | 744     |
| Sept.....      | 215         | 686             | 1,417              | 1,824              | 2,160          | 2,151              | 1,513              | 462      | 796     |
| Oct.....       | 183         | 599             | 1,336              | 1,640              | 1,847          | 2,024              | 1,267              | 408      | 669     |
| Nov.....       | 175         | 511             | 1,218              | 1,399              | 1,318          | 1,473              | 922                | 344      | 577     |
| Dec.....       | 141         | 467             | 1,044              | 1,235              | 1,017          | 894                | 735                | 267      | 477     |

<sup>1</sup> Persons employed during the last full calendar week ending at least 1 day before the end of the month.EXPLANATIONS<sup>1</sup>

Farm employment estimates of the Agricultural Marketing Service cover persons doing farmwork on all farms. Mailed questionnaires are received every month from 15,000 to 20,000 farmers who report the number of persons working on their farms during the last complete calendar week ending at least 1 day before the end of the month. The census of agriculture and interview surveys of farmers are used to provide benchmark data on employment.

All farm operators who spend 1 hour or more during the survey week at farmwork, chores, or in the transaction of farm business are counted as employed. Members of the operator's family or household doing unpaid farmwork or chores are counted if they put in 15 hours or more during the week. Operators plus unpaid members of their families or households who meet these criteria are called family workers. All persons doing 1 or more hours of farmwork or chores for pay during the week are counted as hired workers.

The data on farm employment published by the Agricultural Marketing Service differ from those on agricultural employment of the census in the monthly report on the labor force because of the differences in the methods of approach, in concepts of employment, and in time of the month for which data are collected. The AMS collects information from the farmer on all persons working on his farm during the week regardless of age or other jobs held by these workers. The census data are obtained by interview from about 22,000 farm and nonfarm households on the labor force status of the household members 14 years of age and over, for the week including the 8th of the month. In

<sup>1</sup> Additional information available January 1955 issued of Farm Labor.

addition, both series are subject to sampling variation and may differ from the results of a complete census.

Wage rates are reported quarterly by the same sample of farm operators that reports employment. The farmer is asked to report average wage rates being paid "at this time" in his locality.

Mr. HAGEN. I was wondering about this, speaking of your local area where you live now, how many States does this organization cover?

Mr. GATHINGS. Every State and Puerto Rico.

Mr. HAGEN. In the local area where you, yourself live, as I understand it, it is a fruit-growing area, is that right?

Mr. RIGGLE. No, I live just out of the fruit-growing area, in the livestock and dairy area.

Mr. HAGEN. In the vicinity?

Mr. RIGGLE. Yes, it is within a few miles of the fruit area.

Mr. HAGEN. Do you have any problems with this wetback labor?

Mr. RIGGLE. This Mexican labor does not come in to our area. We use pretty much the Puerto Ricans.

Mr. HAGEN. You do not get any labor from Mexico for use in your area?

Mr. RIGGLE. Not under this program at least, no.

Mr. HAGEN. Do you use any of this labor in your sheds or is it just strictly field labor? This might apply to your whole organization as a matter of fact.

Mr. RIGGLE. This labor is used both in the field and provided also in the sheds where there is shed packing.

Mr. HAGEN. Maybe I should define "shed."

Mr. RIGGLE. He has corrected me. One of my constituents tells me that they do not use Mexican labor in the sheds. I know they do use some Farm Placement Service labor under this program, perhaps in the sheds. Not this Mexican program, but in the farm labor program.

Mr. HAGEN. I did not hear that last statement.

Mr. RIGGLE. I say the Mexican labor that is used on the farms is not used in the sheds. I was corrected here.

Mr. HAGEN. How about in your area in Virginia, is this Puerto Rican labor worked in the sheds?

Mr. RIGGLE. I cannot tell you exactly whether they do or not. They have the Puerto Rican labor. And then they have the domestic labor that comes in and whether they alternate them or not, I cannot tell you.

Mr. HAGEN. There is a possibility that they do, is there not?

Is there a possibility that they do?

Mr. RIGGLE. I think they do. They mix them up because the Puerto Ricans actually are citizens of the United States, as I understand it, they are not under the same restrictions as Mexican labor.

Mr. HAGEN. They are a little bit different than the Mexican labor?

Mr. RIGGLE. Yes.

Mr. HAGEN. Of course that has been one of the complaints with the labor organizations, that a lot of these imported laborers not only are engaged in strictly fieldwork but they also work in the sheds which ordinarily would provide lucrative jobs for native citizens.

Mr. GATHINGS. Thank you so much, Mr. Riggles.

The next witness is Mr. Fred Bailey, legislative consultant at the National Grange.

Mr. Bailey, we are delighted to hear from you.

**STATEMENT OF FRED BAILEY, LEGISLATIVE CONSULTANT,  
NATIONAL GRANGE**

Mr. BAILEY. Thank you, Mr. Chairman. I am representing the National Grange, the oldest of the farm organizations, with approximately 1 million members in 39 States, Alaska, Canada, and the Philippines.

We have been actively interested in the farm-labor problem, for approximately 10 years. I, personally, have been working with that over that entire length of time. We have been before this committee I think probably 10 or 12 times in the last 10 years, and have taken a considerable amount of time.

The problems involved here have been discussed I believe at every Grange convention and those are held once a year nationally for the last 8 or 10 years, and they have been thoroughly considered.

The Grange's position is arrived at through discussions in our subordinate or local granges of which there are some 8,000 in the country. Each of those considers the problem in their particular area and adopts resolutions which are sent then to the State conventions of the Grange.

Each State then considers those problems and adopts resolutions which are passed on to the national convention held once each year, which the delegates from all of those States attend and develop their national policy.

I am speaking here of a policy that has been fairly well established for a number of years. It has deviated very little from it over that period of time.

With your permission I would like to read a letter that I have prepared for the committee. I had not anticipated that I would be here today. I had understood that our schedule was for tomorrow so I do not have a prepared statement. I would like to read the letter, however.

Mr. GATHINGS. Yes, sir.

Mr. BAILEY. As soon as I get it signed I will file it.

Then I would like to comment for just a moment if I may on some of the testimony of this morning, particularly that of the Labor Department.

Mr. GATHINGS. It might be a lot more fruitful that you do not have a prepared statement.

Mr. BAILEY. Perhaps, I do not know.

The National Grange respectfully urges a favorable vote of the Subcommittee on Equipment, Supplies, and Manpower on H. R. 3822, the bill to amend title V of the Agricultural Act of 1949, as amended, by striking out the termination date.

Title V of the Agricultural Act of 1949 is the result of many years of patient effort on the part of the Agriculture Committee of the House as well as the Senate and many others to arrive at an equitable and satisfactory solution to the problem of importation of Mexican farmworkers to meet peak seasonal labor needs in this country.

During the past year under the existing law, the program has worked to the satisfaction of all concerned generally, including the Mexican Government, the United States Government, the workers themselves, and the United States employers' offices of national migratory labor and having attained a workable



and satisfactory arrangement we see no need for changes other than an indefinite extension of the present arrangement. Such an extension it appears to us, is necessary in order to assure the Government of Mexico, the Mexican nationals who wish to avail themselves of gainful employment on United States farms as well as United States employers, the continuity of legislation to facilitate that arrangement on a more permanent basis.

There is every reason to believe that United States citizens will not in the foreseeable future become available in such sufficient numbers as to completely supply the domestic market.

We hope that the need for them will gradually diminish and as we become more mechanized, we think that need will decrease. We think that the law has a provision built into it now which enables us to have a governor on this thing to gradually terminate it over a period of years as the need diminishes.

For those reasons, we would like to see the present law simply given an indefinite extension. It does not mean that it is a permanent law by any means. No law in this country necessarily is permanent. It is subject to review by this committee at any time this committee so desires, or any time we feel it is necessary to come here and suggest an amendment. I do not anticipate that we have any of those in the immediate future, but I think we would feel free to come before this committee if we had. I think the Labor Department would feel free to do so. I do not think there are any basic objections on that.

I would like to comment if you please very briefly upon the proposal this morning particularly to extend the provisions of the Mexican law to domestic workers.

We are entering, it seems to me, in such a proposal entirely into a different legislative program than we have here. There is no history back of this to indicate that that is called for as a part of this program. We are entering an entirely different program.

If that type of program is needed, then we need separate legislation it seems to me and separate consideration of it after long and studious consideration before we endeavor to enter into that type of arrangement.

Let me point out first that the Mexican workers are brought into this country on a contract basis for a specific period of time and contracted to specific farmers under specific conditions. I do not believe that our American workers want to or would be willing at all to enter into that kind of a contractual arrangement and if they did, I do not think it could be enforced. In other words, you cannot take a man out on the farm, an American, who is free to go anywhere he pleases in this country, put him on a job and keep him there indefinitely by law or regulation or anything else.

He will leave when he pleases and that is his right. If he does not like the work he will go somewhere else. I can envision that under the full interpretation of this law it might very well get a sizable number of New Yorkers, for instance, who would like a trip to California to work in the fruit fields out there and get a trip to California and they get out there, work a day or so, if they so please, and leave. The Department says it does not anticipate hauling any great distance but it does not say how far they intend to haul them, whether 50 miles or 100 or 50,000 miles.

There is no limitation on that and the thing is open completely to an awful lot of abuse, it seems to me.



Another difference I would like to point out is this, under the Mexican contract we are contracting for male adult laborers only. The Labor Department did not point out at all whether they wanted to restrict their contracting of domestics to male adult laborers or whether they intended to contract for the entire family. The two are not analogous in any way.

They also propose a workmen's compensation law. I presume that is what they have in mind by insurance provisions available.

That was arranged for the Mexican program by special consultation with the Government of Mexico. There are a number of States in the Union which do not have compulsory workmen's compensation laws.

To attempt to impose upon the States a workmen's compensation law by Federal edict which the State itself does not have, it would seem to me to be open to some legal question, to say the very least.

The implication of the Labor Department's proposal, it seems to me is that we are not giving domestic workers a fair deal under this program, that we are giving the Mexican workers something that the American workers would like to have. I do not believe that the facts will bear that out at all. The American worker has a great many advantages, a great many freedoms. The Mexican worker does not have those.

I do not think that the average American worker would want to work under the conditions imposed upon the Mexican workers in this country.

Mr. GATHINGS. Would you suffer an interruption there?

Mr. BAILEY. Yes.

Mr. GATHINGS. Would you find that there is quite a lot of farm labor available in the State of Virginia and you need that labor over in the Carolinas, or you need it in the State of Florida to harvest the fruit crop, and under the interpretation that may be made of the recommendation of the Labor Department, they are not going to have that fruit harvested as long as this labor can be moved down there. Is that right? Would you say that would be the way it would be worked?

Mr. BAILEY. As a matter of factual operation, here is what happens in it: As I think most of you are well aware from previous discussions and your own experience, that is, we have a migratory labor force in this country, largely American, some Puerto Rican, which starts out in Florida and, as the season progresses, that labor force gradually moves up the coast. And our labor needs in this country are perfectly taken care of.

Under that program each worker has the right to stop off anywhere he wants to and work. He is not contracted to go to any place, to New Jersey. If he wants to stop in North Carolina or South Carolina and the opportunity is there, he can do so, and frequently does.

Our labor force moves up naturally. They are migratory workers. They make a living at it. They spend the winter in Florida. They work up the coast so far as New York or New England.

Mr. GATHINGS. As the fruit gets ripe farther north he moves north.

Mr. BAILEY. I think it is comparable to being a lobbyist or a Congressman at least.

Mr. GATHINGS. I want to get your views on that point because this morning there was quite a lot of discussion with respect to shifting

labor from one end of the country to another. But you say it would be a gradual matter of moving from one harvest to another.

Mr. BAILEY. Well, yes. There are four main streams of labor in this country. They follow those streams traditionally, and always have.

Mr. GATHINGS. I wish you would outline those.

Mr. BAILEY. One stream of that labor comes up from Florida, up through the east coast along the Carolinas.

Mr. GATHINGS. What time do they leave Florida?

Mr. BAILEY. The time on that I would not be too sure. It is usually in May or June when our planting season begins down there.

It begins in Georgia, they begin to move up about the planting season. Then at harvest season which starts probably in July for harvest of beans and fruits and so forth, June or July, it moves up again. I would not be exactly sure on the dates. It depends upon the season somewhat.

Mr. GATHINGS. Where are the beans now? You have beans in New Jersey, too. They go up to Georgia and then from Georgia, where do they go?

Mr. BAILEY. South Carolina, North Carolina, and into southern Virginia, across over into the shore of Maryland, up through New Jersey, Delaware, into New York and beyond into Connecticut and that fruit belt up in through New York State and the New England area.

Mr. GATHINGS. Do they carry their families with them?

Mr. BAILEY. Yes. They carry their complete families with them. They usually have a truck loaded with their household goods and they are set to go to housekeeping wherever they locate. Quite frequently in their own tents. In a great many cases the employers have dwellings, already available for them, because they use them year after year. They are housed in adequate dwellings that are satisfactory.

Mr. GATHINGS. When do they turn to go back?

Mr. BAILEY. When it gets cold, the work runs out. Some of them will stay up there for the winter. Most of them will drive back South.

Mr. GATHINGS. Where are the three other courses?

Mr. BAILEY. The other two spring out of Mexico. One through Texas, and as you know, branches off into Arkansas, Mississippi, Tennessee, for the cotton season there. The other branch comes up through Texas, through central Texas, the wheatfield area, up through Kansas, on up through Nebraska, and into the Dakotas for the beet harvest. That one quite frequently branches off and comes into Michigan, a portion, for the beet harvest in Michigan. You get one there. That usually comes down around Del Rio down through the lower valley that comes in through that area and branches up.

You get your third stream that comes up through around El Paso, and follows the eastern shore of the Rocky Mountains, up to the beet harvest, through the wheatfields of that area there, curves up into Montana and then in the late season over into Washington and Oregon. That is the third group that usually hits that area.

These are regular migratory paths, just as a deer might make a path through the woods. They follow them year after year. The same workers, they go back the same times, the same route.



Your fourth route naturally is up through southern California and into northern California and some into Oregon and Washington.

Those are regular migratory routes. I do not know the figures on them but I would guess that a terrifically heavy proportion of our seasonal labor in all of those are domestic workers, rather than foreign workers. Particularly those that migrate up into the Dakotas and into Washington and Oregon.

The Mexican worker sticks fairly close as a rule—there are exceptions—to your southern areas, approximately 500 miles from the border as a rule.

They do not like to go too far. Transportation costs are such that we do not like to transport them too far.

Mr. GATHINGS. We bring them about 1,200 miles.

Mr. BAILEY. I think you do over into Arkansas. After Arkansas they begin to play out. You do not get so many. There are a few in Mississippi, but in Georgia and Alabama, there are very few Mexican workers over in that area. You either have domestic or some Puerto Ricans. We have a very workable Puerto Rican program, as you know.

Mr. GATHINGS. What about the Colorado worker, where does he come from—from Mexico?

Mr. BAILEY. They come through the El Paso Trail. There is quite a bit of cotton in the upper Rio Grande Valley, up in New Mexico. Some very good cotton up there.

Mr. GATHINGS. That testimony is most enlightening. I have never heard it explained. I knew vaguely there were courses that they followed. Have you completed your statement?

Mr. BAILEY. Yes, I have.

Mr. GATHINGS. Are there any questions?

We are appreciative of your excellent statement, Mr. Bailey. Thank you so much.

Mr. BAILEY. Thank you.

Mr. GATHINGS. There are no more witnesses on our list for today. That completes the roster. We will have a busy day tomorrow. I do not know, but if someone is here that wants to catch a plane out tonight, we would accommodate them. Would any of you like to testify here today that are here now rather than go on in the morning?

Mr. Miller, will you come around, please. I want to have the honor of introducing Mr. Miller. I have known him for years. He comes from around Lee County in Arkansas in the district that I am privileged to serve. He is one of our outstanding farmers, and a civic-minded gentleman. I believe he represents the Farm Bureau of the State of Arkansas. We are delighted to have you, Mr. Miller, at this time.

#### STATEMENT OF MAX MILLER, ARKANSAS FARM BUREAU

Mr. MILLER. When you made the statement that you would like to have some of the talks today, I felt I might as well present what I have to say this afternoon as tomorrow. I do not see where it makes any difference.

I might say that I do represent the Arkansas Farm Bureau, which is comprised of some 58,000 members, and I am the labor representative to try to get this hassle worked out in Washington.

We do have this recurring hassle, I may add it that way, coming up every year, every couple of years, to try to get labor down there.

Labor with us in the Cotton Belt is getting and has been an increasing problem. We, of course, have a big labor market available to us in Memphis in our particular area.

As you will know, our cotton area is roughly from the Mississippi, from the bootheel of Missouri, right down to the Delta of Arkansas and then into the State of Mississippi. And Memphis is our big area where we get the big volume of our domestic labor. We also handle something like 16,000 or 17,000 domestics a day out of there. That is not enough to handle our problem of gathering and chopping our crop.

After we use all of the labor that is available to us, then we are certified by the State employment service as to whether or not we need more labor.

That is the way we get our additional labor. May I say that that has been very satisfactory for the past year.

Mr. GATHINGS. Could I interrupt you right there?

Mr. MILLER. Yes, sir.

Mr. GATHINGS. I just wondered whether you would state for the record just how far the labor from Memphis will travel? Do they come back home at night?

Mr. MILLER. That is right. They go as far as over to Marianna, which is about 55 miles. They go up into Blytheville, which is about 70 miles. They go over to Mississippi, which is as far as 100 miles.

Then they go down to Hewus, all over in that territory, which is about 40 miles. And then it just fans out in a circle around, you might say, in that territory.

Our relationship with the State employment service has been very happy, particularly the last 2 or 3 years and with the labor department it has been very happy. That is the particular reason that we in the Arkansas Farm Bureau and those of us that use these Mexicans—I might say incidentally that I do use some of this labor myself—think that it is to our best interests to see that this Public Law 78 is extended as written. We are very much in favor of that.

Personally, I can speak for the Farm Bureau. We can see no advantage whatever in putting it for 2 years or 4 years or 3 years. It is quite an expense for some of us to come up here, both in time and money. We finally arrive at this thing at the final analysis, and we come back and decide we have not got the labor, we need the labor; and that is the logical place for us to get the labor, from Mexico. It is very satisfactory labor.

Rather than hurting our wage scale down in our part of the country, if anything, it keeps it on a level basis, I would say. I do not think our domestic labor objects to their coming in at all. They are glad to see them.

I think that is particularly true of the small farmer, because it makes the domestic labor available to the small farmer, whereas the big farmer, of course, if he did not get any Mexicans, he would soon absorb all of the labor, and the small farmer would be left with no labor at all. Where the little farmer can go out with the pickup truck and get 5 or 6 people to work for him, the big farmer—and speaking of one particular operation, we use about five or six hundred domestics a day, and then we have an additional force of about 200 Mexicans.



We do not try to use the whole domestic force that might be available. We do use all they will let us have from the offices. We get that out of the Memphis office.

We get it from Brinkley, Ala., which is about 35 miles from our operation. We get them from Forrest City, Ark., and then from Memphis.

Mr. GATHINGS. How many Mexicans were used in Lee County and St. Francis County in 1954?

Mr. MILLER. Lee County used about 1,400 last year during the picking season and about 900 during the chopping season.

St. Francis County was about 2,300 during the picking season and about 2,000, I believe, in the chopping season.

I might say for the record, too, that Arkansas is the third biggest user of the Mexican national labor. We use about 28,000 in the State—we did last year.

That, of course, points up why we have such a tremendous interest in the program.

Mr. GATHINGS. That labor is used largely in cotton?

Mr. MILLER. Practically 100 percent in cotton. We do use them, of course, in other jobs, due to weather conditions or something like that. They help in haying or getting the corn cut.

We work on that when they are not in the cotton. Mainly they are for cotton. They are for the specified time there and when the time is up, they go home. That does not offer any trouble with our domestic labor at all. In fact, they are glad to see them come in.

Mr. GATHINGS. What I was getting at, in 1954, we had cotton allotments.

Mr. MILLER. That is right.

Mr. GATHINGS. Quotas.

Mr. MILLER. Yes.

Mr. GATHINGS. Irrespective of the fact that your operations and your neighbors' operations were somewhat under what you had planted in 1953, you still required the Mexican labor?

Mr. MILLER. As a matter of fact, we needed more because of the fact that we have lost additional labor since 1953. I mean our domestic labor force has gone down since 1953.

Mr. GATHINGS. Any advantage in the houses on your holdings—do you have any advantage in the tenant houses?

Mr. MILLER. Yes, we have some. You cannot fill them with the proper kind of labor. It is just not there any more. The only labor that is available is the cooks and the houseboys and the old and indigent and the children that want to come out and go to work.

We have to hassle pretty hard to get enough tractor drivers, Mr. Chairman. It has gotten to that point.

So far as getting good labor on the farm, it is almost a thing of the past in our particular part of the country. Mechanization is coming in. We are making big strides in that. You would think that would make more labor available. It does not make it available.

Mr. SIMPSON. I would like to ask this question: What wages do these people receive?

Mr. MILLER. What wages do they pay the Mexican? Five dollars a day is what we have been paying the last 2 or 3 years—50 cents an hour.

Mr. SIMPSON. What do you pay farmhands that work by the month?

Mr. MILLER. We have very few monthly hands. We pay the tractor drivers the scheduled skilled ones, \$5 a day and our semiskilled ones \$4.50 and our so-called herders \$4 a day. That is sufficient incentive to bring them up to efficient operators at \$5.

Mr. SIMPSON. Do you have many people working on the farm by the month?

Mr. MILLER. There are some. We are getting quite a bit into the cattle business, trying to take up some of the slack caused by the reduction in cotton and acreage and we are hiring some very fine college boys who majored in animal husbandry and use them as monthly people. We all have some supervisors we work by the month. They are paid on a monthly basis.

Mr. SIMPSON. What is the average wage per month for a man on the farm if you hire any at all?

Mr. MILLER. I could not answer that, sir. It depends on the job he is doing. I have some that I paid \$200 a month.

I have some that are paid \$400 a month with a bonus at the end of the year.

Depending on the job that they have to do, depending on the size and character of the job, the pay is—the boys looking after a herd of cattle, depending upon whether it is a registered herd and he has to keep up with artificial breeding or whether he has to do with keeping up the records of the calf crop, he is paid commensurate with the job he does.

Mr. SIMPSON. Do you pay them as much as \$400 a month?

Mr. MILLER. Some make as high as \$400. Some of our managers, managing big plantations.

Mr. SIMPSON. I understand that. I am talking about what we would call in Illinois a man working on the farm by the month that drives the tractor.

Mr. MILLER. We do not have that. I do not think we have that.

Mr. SIMPSON. That is all.

Mr. HAGEN. As I gather, Mr. Miller, you own a large plantation?

Mr. MILLER. No; I rent quite a large one. I work about 2,000 acres of land myself. I use about a top of 60 Mexicans in the fall and about 30 in the spring, depending on how much local labor is available. I am president of the Lee County Farmers Association, which handles these Mexicans that I mentioned a minute ago, that we use in our particular county. I am rather familiar with the Mexican problem.

Mr. HAGEN. Is your operation confined to cotton?

Mr. MILLER. I have cotton, cattle, corn, and soybeans. No rice.

Mr. HAGEN. Do you have dairy?

Mr. MILLER. No; beef, cow, and calf program.

Mr. HAGEN. In Arkansas, of course, traditionally, you have sharecroppers and tenant farmers?

Mr. MILLER. Yes.

Mr. HAGEN. They did not supply all of the labor. There was a going rate for labor by the hour; right?

Mr. MILLER. Repeat that, please.

Mr. HAGEN. I was trying to find out how they established this rate of 50 cents an hour in Arkansas on a tenant or sharecropping basis. That is pretty hard, to establish the wage rate on—

Mr. MILLER. I think I made it clear. For the tractor drivers and skilled operators, that is the wage rate of 50 cents. Other labor goes



from \$2 to \$3 up to \$5 depending on the scarcity of labor. That is what makes the price go up always.

Mr. HAGEN. \$3 for an 8-hour day?

Mr. MILLER. No; it would be even as low as \$2 per hundred for picking cotton. Gradually builds up to \$2.50, \$3, and \$3.50 and so on, depending on the scarcity of labor. Usually you might say chopping starts out around \$4 and \$4.50, to \$5 a day. That is a day.

But it, by the hour, is——

Mr. HAGEN. What would you pay your cotton choppers?

Mr. MILLER. I do not know. It depends on what he starts out. Next year I have an idea that it will be \$4 a day.

Mr. HAGEN. Is that an 8-hour day?

Mr. MILLER. That is a 10-hour day.

Mr. HAGEN. That amounts to——

Mr. MILLER. 40 cents an hour.

Mr. HAGEN. 40 cents an hour.

Mr. MILLER. If you will pardon me, that will probably last about, well, 2 weeks, then the labor gets scarce and then it goes on up. Usually when it starts out at \$4 that is with the sharecroppers and share renters that are available in the immediate vicinity that get caught up with their own crop and come over and work in your crop. Then it gradually builds up from that.

Mr. HAGEN. You do not pay your cotton pickers by the hour?

Mr. MILLER. We pay them by the sack, on the big operation, by the hundred. On the big operation we have 5, 6, or 7 hundred people we have to pay by the sack.

Mr. HAGEN. You have been paying them around \$2 a hundred for cotton?

Mr. MILLER. We pay a whole lot higher than that. It starts off usually at 2 and then builds on up and usually stops around 3. I have had mechanics pick as high as 5 and 6 hundred pounds a day—I do have some that will do that. I have some Negroes that will average 400 pounds a day.

Mr. HAGEN. What kind of a housing do you provide the Mexicans?

Mr. MILLER. Standard houses.

Mr. HAGEN. What is standard?

Mr. MILLER. As prescribed by the Employment Service. They come in for regular inspection every year. We are certified by them. We have so many square feet available for them with approved bunks, mattresses, and cooking utensils, cooking stoves, shower baths, toilet facilities. They are very good quarters. Quite a contrast to what it was when I first used to get Mexicans. I can remember quite well. I remember the first group of them. I had a very good house for them. Went to a good deal of expense fixing the house up with beds, heating and cooking stoves, and they all slept out on the ground under the trees. They would not use the house. It is quite a contrast to what it is now.

Mr. HAGEN. They did not like the houses. They liked the fresh air.

Mr. MILLER. They did not know what it was, sir. That is what I meant. They did not have houses like that down home.

Mr. GATHINGS. Facilities were much better than they had in Mexico?

Mr. MILLER. Yes.



Mr. HAGEN. All you have to do is to travel down to Mexico to find that out.

Mr. GATHINGS. There is a roll call.

Mr. HAGEN. I want to finish very briefly. Do you charge the Mexicans for the house?

Mr. MILLER. No, no, sir.

Mr. HAGEN. That is all free?

Mr. MILLER. Yes.

Mr. HAGEN. Utilities and everything?

Mr. MILLER. Yes, sir; and we pay very dearly to get them up there. We would not do it if it was not necessary to get labor to get our crop out. It costs like the dickens to get them up there. It costs us, in my particular territory, about \$32 per head to get them there and deliver them back.

Mr. HAGEN. Do you see any difference in their productivity as compared to the local labor?

Mr. MILLER. Very much greater, sir.

Mr. HAGEN. In other words, they will do more work?

Mr. MILLER. Yes.

Mr. HAGEN. On an hourly basis?

Mr. MILLER. Yes, sir; he certainly does. One of the big things there in that—I do not know whether you are from the South or not, the Negro likes to stay in a group and talk and visit with everybody, to get to the end of the row, as we call it, chopping out. They wait until everybody else gets to the end of the row, and then take time to decide who is going to take one row, so they can be next to the gal they want to talk to and so on and so forth.

The Mexican does not do that. They scatter across the field like a bunch of geese. You never hear anything out of them except singing.

Mr. HAGEN. Do you have any Mexicans driving tractors?

Mr. MILLER. One that works for me all of the time. That is an American citizen that handles my own Mexicans that I have come in and also handles any complaints that I have from the association, which are almost nonexistent for the last year and a half.

Mr. HAGEN. Mexican nationals, you do not have any of them?

Mr. MILLER. We do not need them. We only need them just during the peak harvest. That is the only time. We feel like this law we have now will do the job that we need to have done, sir.

Mr. HAGEN. Do you have any wetback problem?

Mr. MILLER. No, sir.

Mr. HAGEN. You have no native Mexicans?

Mr. MILLER. We do have this, there are a few that come in there from Texas every year that have been coming in for a number of years and they know the operator. They do not even clear, I do not think, with the Employment Service. I have one neighbor, Jimmy Jones, who gets about 40 that have been coming in to him for a number of years. He goes to a good deal of expense, buying them trucks and good trucks, puts them in regular quarters, just like the rest of us do and they are very happy with him. They are much in the minority.

Mr. HAGEN. What part of Mexico do these Mexicans come from, the interior or what?

Mr. MILLER. Yes; all of ours come from the interior. We get them through Eagle Pass. We have this last year. We have gotten them through there.

Mr. HAGEN. Is that north of Mexico City or south?

Mr. MILLER. It is south of Mexico City. Most of them come from south of Mexico City, from Michocan.

Mr. HAGEN. I want to thank you, sir.

Mr. MILLER. Very well.

Mr. GATHINGS. Mr. Simpson wants to ask a question.

Mr. SIMPSON. On the Mexican families that come in from Mexico is there anything done, or precautions taken, to keep them from bringing the foot-and-mouth disease into your herd of cattle?

Mr. MILLER. In here from Mexico?

Mr. SIMPSON. Yes.

Mr. MILLER. Well, they are not allowed to bring anything up except the clothes on their backs and they pass a very double, rigid physical examination.

Mr. SIMPSON. Couldn't they bring it in on their shoes?

Mr. MILLER. I do not know. I never thought of that. They go through decontamination centers and they are deloused, pretty rigidly inspected.

Mr. SIMPSON. There certainly must be some precaution to keep the persons from Mexico, especially a Mexican laborer, that may have been around cattle or oxen with foot-and-mouth disease. This committee authorized about \$50 million to be used to eradicate foot-and-mouth disease in Mexico.

Mr. MILLER. Don't you think our public health services do that pretty thoroughly?

Mr. SIMPSON. I hope so.

Mr. MILLER. They are very rigid.

Mr. SIMPSON. I hope so. I wondered what you do about it.

Mr. MILLER. They are very rigid on the inspection. Usually we do not have any trouble with physical disabilities except one in a while one will slip by with a hernia or something.

Mr. HAGEN. I wondered where you managed to get this harvesting done before locally. You have got more machinery. Arkansas lost cotton acreage in recent years. I wondered where all of your labor went.

Mr. MILLER. I cannot answer that. They have gone. We do not know except they are just not available. We work very closely. Naturally in my position I have to be very careful about this thing to see that we have used up all of the available labor. I mean in my position, being president of the organization. I do not want to be put on the spot. I want to be absolutely clear that we are in the clear. We work very closely with the office in Forest City. They all work together very closely for the same reason. The head of the organization down there is the Senator of our State and he knows the rules and regulations and he is very careful.

Mr. HAGEN. I just wanted to say this, Mr. Miller; we get a lot of your people in California, even now, that come out there to pick cotton. The price is a little bit higher out there.

Mr. MILLER. It may be; I do not know. We think ours make pretty good wages.

Mr. GATHINGS. The committee will stand adjourned until 10 o'clock tomorrow morning.

(At 3:10 p. m. the committee recessed to reconvene at 10 a. m., Thursday, March 17, 1955.)

# MEXICAN FARM LABOR PROGRAM

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THURSDAY, MARCH 17, 1955

HOUSE OF REPRESENTATIVES,  
SPECIAL ACTION SUBCOMMITTEE  
ON EQUIPMENT, SUPPLIES, AND MANPOWER,  
COMMITTEE ON AGRICULTURE,  
*Washington, D. C.*

The special action subcommittee met, pursuant to notice, at 10 a. m., in room 1310, New House Office Building, Hon. E. C. Gathings (chairman of the subcommittee) presiding.

Present: Representatives E. C. Gathings, Abbitt, Thompson of Texas, and Hoeven.

Also present: Representatives Poage, Hagen, McIntire, and Rhodes of Arizona.

Mr. GATHINGS. The committee will be in order.

At the outset, I would like to ask consent to file a statement by W. P. Thorpe, New Mexico. He is connected with the New Mexico Farm and Livestock Bureau in that State.

Without objection, this statement will go in the record at this point. (The statement of W. P. Thorpe is as follows:)

STATEMENT BY W. P. THORPE, DIRECTOR, NEW MEXICO FARM AND LIVESTOCK BUREAU, RELATIVE TO H. R. 3822, TO EXTEND MEXICAN FARM LABOR PROGRAM

New Mexico farmers and ranchers are 100 percent in favor of deleting the termination date now contained in Public Law 78, thereby obviating the necessity, uncertainty, and expense of having it expire every 2 years as heretofore. In answer to the objection often heard that the time may come when we will not need to contract Mexican nationals and should therefore have no use for such a law, we wish to call attention to the fact that Public Law 78 becomes inoperative if there is no certification of need for the employment of Mexican nationals on farms, by the United States Labor Department. However, even if that day ever comes, which we doubt, why should we not retain the law intact to provide for the operation of the program in case the need for it does arise at some future date, instead of having to go through all the "fuss and feathers" of having to reenact the law to provide the necessary farm labor on a few months' notice. There always has been a need for braceros in some sections of the United States, however, and we predict there always will be. Also it always works to the disadvantage of farmer employers, the Labor Department, the State Department, and the Congress to have to meet a deadline in a struggle to secure an extension of Public Law 78, to furnish the means of providing for what is obviously essential to plant, cultivate, and harvest crops to feed and clothe those very persons who would keep a definite termination date tacked onto the law, and those who would do away with it altogether. Crops have a very definite habit of not waiting for various groups of men to make up their minds—there is a time to plant, a time to cultivate, and a time to harvest—and if those established periods are not strictly adhered to, there will be no crops or at best they will be greatly reduced in volume. Therefore, I wish to restate that New Mexico greatly desires Public Law 78 be kept constantly in force without any termination date in order that farmers of this country may have it to use on short notice when the need for it arises.



Now just a word about the present and past need of using contracted Mexican nationals on farms and ranches in the United States, under Public Law 78. That there is dire need for them now and has been in the past, and will be in the foreseeable future, cannot successfully be contradicted. During World War II, when the draft and demand for help in the defense and industrial plants practically denuded farms and ranches of young able-bodied men, I saw in New Mexico wives and daughters roping and branding calves and doing the rough work necessary to keep a cow ranch producing. I saw old men who had passed the time of life when they were able to do strenuous work, fall off their tractors and literally die in their tracks—a similar situation could recur without Public Law 78. During the last couple of years of the war we got in Italian and then German prisoners of war to help out on the seasonal work. When the war was over we expected to have plenty of farm and ranch labor—and for a time we did fare better. But soon the lure of industrial work in the cities drew off some young returned soldiers who had always been farm workers before the war. Then the building and expanding of Government plants such as the atomic-energy plant at Los Alamos, the Sandia Base at Albuquerque, the White Sands guided missile proving grounds near Las Cruces, the reactivation of airbases at Roswell, Carlsbad, Clovis, Alamogordo and others drained the remaining farm and ranch labor until in all of southern New Mexico where cotton is grown there is not enough domestic labor available, competent, and willing to work, to even plant a crop, to say nothing of cultivating, chopping, and picking the cotton. In other words, we are entirely dependent on Mexican nationals to grow and harvest our crops. All available competent, domestic farm workers are used in the various local areas. On my own 160-acre irrigated farm in Dona Ana County we have always used, with the exception of the war prisoners, local Spanish-American men and boys and Mexican nationals. We never have used so-called wetbacks whenever it was possible to get our work done with contracted nationals. The same has been true of other New Mexico cotton-growing counties.

I have been asked many times why we do not use the Navaho and other Indians from the northern part of our State. We have tried to work out satisfactory plans to use them but to date have not been able to do so. The pattern for the movement of seasonal farm and ranch labor has always been from the south to the north in our part of the country. There is usually a small surplus of farm and ranch labor in the north two tiers of counties. But these people will not come south to pick cotton. They go north according to their tradition in the summer as sheepherders and workers in the sugar-beet fields in Colorado.

Often I have heard it said that if farmers would pay the same price as industry they would get all the workers they could use. Of course that is not true—industrial plants provide year-around work. Most farm work is seasonal. If wages were equal, the industrial plants would still get the men. Again, the nature of farm work is not such that a farmer can get as much return from a man's labor—there is too much lost time. When a man stands before an assembly line he is performing the maximum amount of labor every hour of the day. He is not traveling from one field to another part of the time—he is not waiting for the ditch boss to turn in the water so he can begin irrigating, he is not standing around waiting for a mechanic to come from town to repair a broken down ensilage cutter. But granting that such wages were paid, there is one question I ask to which I never get an answer, "Would you be willing to pay the necessary increased cost of food and clothing which would result from the payment of farm wages comparable to wages paid by industry?"

According to a recent survey by the New Mexico Employment Service, only 15 percent of those who refused to accept farm jobs, indicated they did so because the wages offered were too low.

Again, well-meaning persons say "Why do we need to import Mexican nationals when there are thousands of unemployed citizens in the United States?" The answer to that is simply that this is a free country. Any man is free to work where he pleases. An idle auto worker in Detroit will not come to New Mexico to pick cotton and perform other stoop labor. In the first place, he doesn't want to; in the second place, he doesn't know how to do that kind of work; and in the third place he couldn't stand to work in the summer and fall heat of southern New Mexico and other border States. Therefore, he stays in Detroit. Only a totalitarian government can load its citizens into a truck and command them to work where they do not want to go. Our only instrument, thank God, is persuasion. And the State employment services and the United States Employment Service are doing a wonderful job in trying to persuade able-bodied workers who are unemployed to help fill the pressing need for

seasonal workers in agriculture. But there still remains the unfilled gap which only Public Law 78 can bridge. Last year, 1954, it took 309,033 Mexican nationals brought in under this law to fill this gap.

New Mexico had to use 18,946 of them in 1954. She used 23,599 in 1953, and 22,539 in 1952. And for the reasons stated, we shall continue to need them. Therefore, New Mexico respectfully requests your committee, Mr. Chairman, to give favorable consideration to a recommendation that Public Law 78 be continued in force, but with the termination date, which is section 509, deleted.

We do not maintain that Public Law 78 is perfect. As a matter of fact we think that paragraph (3) under section 502 works an unjust and unwarranted hardship on employers and should be deleted, but in order not to jeopardize the most critical issue before us now which is the extension of the authority for the Secretary of Labor to recruit and import Mexican nationals for work on farms and ranches in the United States, we are not insisting on the deletion of paragraph (3) of section 502.

Mr. GATHINGS. Now the first witness this morning is the Honorable Allan C. Devaney, District Commissioner, Immigration and Naturalization Service.

Is Mr. Devaney present?

**STATEMENT OF ALLAN C. DEVANEY, DISTRICT COMMISSIONER,  
IMMIGRATION AND NATURALIZATION SERVICE**

Mr. DEVANEY. Yes.

Mr. GATHINGS. Do you have any associates with you that you would like to have sit with you?

Mr. DEVANEY. No, I do not, Mr. Chairman. General Swing asked me to tell you and the committee that he regrets very much his inability to be here this morning. He had another engagement prior to the call from this committee. That is, before the Government Operations Subcommittee. I think he would much rather be here because he is primarily concerned with this overall program both as to the legal and illegal.

Mr. GATHINGS. We would like to have had him but we feel sure you will carry the matter on well.

Mr. DEVANEY. Very well, sir. Would you like me to proceed at this point?

Mr. GATHINGS. Just in your own way.

Mr. DEVANEY. I do not have a prepared statement, Mr. Chairman, but as I understand it, H. R. 3822 is a bill to extend Public Law 78 indefinitely.

I first would like to state that so far as the Immigration Service is concerned, we believe that Public Law 78 should be extended. The question as to whether or not it should be extended for a period of time or indefinitely, is, of course, a legislative matter. We would like to state for the record, however, that even if it is only extended for a period of 4 years and 6 months, as I believe was indicated by the Labor Department yesterday, we really have no objection as to that particular recommendation.

I would like to invite the committee's attention to the fact there, however, that if it is extended indefinitely as indicated, that in essence it is not too important, but if it is extended indefinitely, if the Secretary of Labor does not certify the need for additional labor in the United States, that, by its own terms, the bill becomes inoperative.



There is also a fact to consider that if money is not appropriated for continued operation under this act year after year, that, too, of course would stop operation of the act.

That is all I have to say, Mr. Chairman, in relation to the provisions of the proposed bill. I have some other statements that I would like to make. Shall I proceed?

Mr. GATHINGS. I wish you would go ahead then with your full statement on all phases of the problem that you would like to touch on.

Mr. DEVANEY. Very well.

I would first like to make a statement concerning the drive that was started last June to remove from the United States the Mexican laborers that had entered the United States illegally. This drive was commenced in the State of California with the personnel which the Service then had available.

It was accomplished not alone with the border patrol available but we utilized all of our forces, investigators, every type of officer we could get our hands on.

In that operation in California which completely to our satisfaction has removed the wets from that area, we had the utmost cooperation of the farmers, the local authorities, and in the end we find that today in the State of California, the matter relating to the control of illegal aliens in that area has been accomplished.

We then proceeded with our drive into the lower valley of Texas, moving and utilizing a great portion of the force that we had in California. These same results were obtained in the lower valley.

I can only say about that again that as a result of that drive and its accomplishment both from the immigration standpoint, and from the standpoint of the control of criminal elements, correcting some social elements, it has brought about very satisfactory results.

Mr. GATHINGS. Would you suffer an interruption there?

Mr. DEVANEY. Yes, sir.

Mr. GATHINGS. I wondered what size force was required in 1954 in comparison to 1953 to do this job?

Mr. DEVANEY. If I could provide the exact figure later on, I will, as to the number that was actually operating in California. We did implement that force with some additional 700 officers because of the intense nature of the drive at that particular time, because of the extreme number of wets that were in those areas, we did have to augment our force to that extent.

After the program was underway for sometime a request was presented to the Appropriations Committee of the Congress for some 200 additional officers to relieve the pressure which was continuing as to the supplementary officers that we had sent in to California and Texas that normally were not assigned to that work.

Congress did allow an additional 200 in the first supplement. And recently, we did make an additional request for 200 more officers. And the House Appropriations Committee in the last few days has authorized that additional number.

Mr. GATHINGS. It is a mammoth job and we realize it. We want to commend you. I am sure that the committee feels that you have done a splendid job.

Mr. DEVANEY. Thank you.



Mr. GATHINGS. I just wondered how you were able to do such a remarkable piece of work in the State of California. How did you utilize these men so effectively?

Mr. DEVANEY. Of course, first of all, you had to establish more definite road blocks to prevent a further influx of workers from Mexico, sealing off the border as it were.

And then moving up from the border, apprehending those who could be found and returned to Mexico. Naturally the question would come in your mind, well, where did you put them? Did you just dump them across the border?

We did not. They were bussed and flown to the border and then turned over to the Mexican Government and they were put on trains and taken down to the interior of Mexico.

I would like the record to reflect that the Mexican Government in providing the transportation from the border to the interior cooperated with the Service to the fullest extent.

Mr. GATHINGS. Were they carried great distances from their homes or did they reside close to the border, or what?

Mr. DEVANEY. Some few of them did. But most of them were from down in the interior of Mexico. They came up from the interior of Mexico.

Mr. GATHINGS. That has been argued on the floor in previous years that policy seems to be a little out of place to carry these Mexicans so far away from their homes.

Mr. DEVANEY. If they are taken back to the interior of Mexico, the Mexican Government, as I understand it, is providing transportation to their places of residence, wherever possible.

It certainly is a fact that we cannot and could not allow them to congregate in border areas. As the program went along and in an effort to spread them and assist the Mexican Government, we did start an operation from Brownsville, Tex., where we have utilized a boat to take them down to Veracruz. They leave from Port Isabel, Tex., near Brownsville, by boat and are taken down to Veracruz.

And there the Mexican Government takes over and disperses them into the areas which they apparently came from.

Mr. GATHINGS. So you did get full cooperation from the Mexican Government?

Mr. DEVANEY. We got the very fullest cooperation.

Mr. GATHINGS. Did I understand you to say that you requested an additional 200 from the Appropriations Committee this year for the fiscal year commencing on the 1st day of July?

Mr. DEVANEY. Yes, and the committee has, as we understand it, approved the additional 200.

Mr. GATHINGS. Would you move into Texas now. I interrupted you a while ago when you started talking about your program in Texas.

Mr. DEVANEY. As I indicated previously pretty much the same results have obtained in the lower valley of Texas, where the big operation was underway. For a while I am sure that some of the growers were apprehensive as to whether or not this program which had been initiated by Gen. Earl Swing was going to continue. It has continued. That has been with great satisfaction that the vast majority of the growers have cooperated in our effort to rid the valley of illegal Mexicans.

Mr. GATHINGS. Has there been any adverse publicity in 1954? You will recall in 1953, quite a lot of headlines in the papers in that area with respect to the entry into this country of so many wetbacks.

Mr. DEVANEY. There has been in the past. I suspect that it will continue in the future to a certain extent. But I think it is incumbent on the Government that so much has been accomplished by the removal of the vast horde of illegal Mexicans from the United States, that I am sure a right-thinking person will want to continue it on the basis on which we are operating today. The border is sealed. There are a few seeping through in various areas but with the additional force and a well-trained operating force that we have, and a mobile force that can move into areas where they are going to attempt to enter and we are satisfied that they are over across the border and will attempt to enter, that in the long run, I think everybody is going to be happier.

Mr. GATHINGS. From the information that was given us by Assistant Secretary of Labor Siciliano, there has been a great increase in contracting of these laborers in the southern part of Texas and in the southern part of California?

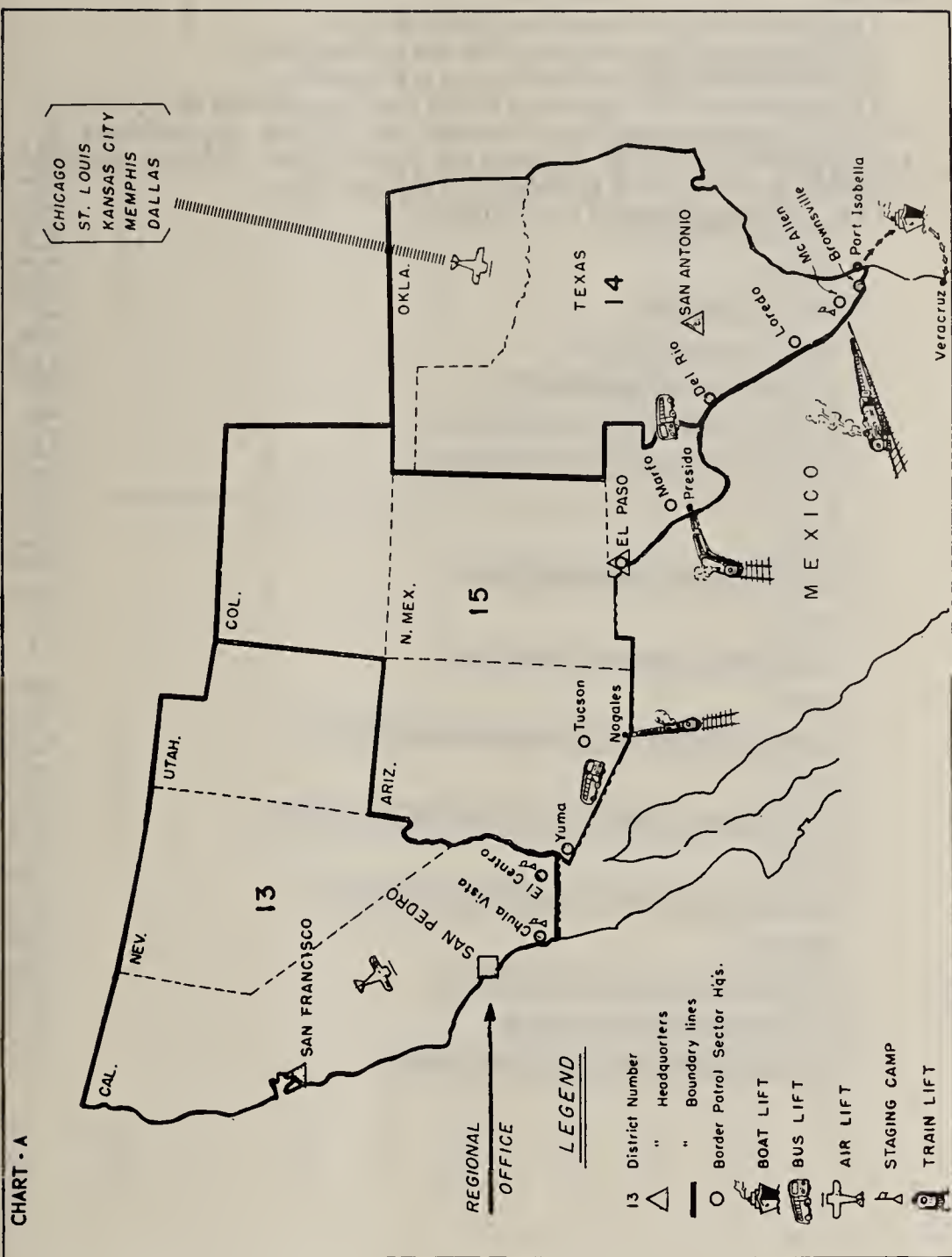
Mr. DEVANEY. Yes, sir. If I may, Mr. Chairman, I would like to leave with the committee charts which I think will probably better indicate to you and make clear just what was involved in this operation.

Mr. GATHINGS. I wondered whether you could just refer to certain pages of the charts and then it could be reproduced in the record.

We would like to have the information for the benefit of the committee, please.

Mr. DEVANEY. For the information of the committee I would like to submit chart "A" which represents the area in which we were operating, the types of vehicles utilized and the men utilized to accomplish the job which has been accomplished.

(The chart numbered "A" is as follows:)





Mr. GATHINGS. What is the distance in miles?

Mr. DEVANEY. You are pinning me down to a detail. I am sure there are men back of me that could probably answer that much better.

The distance from across that whole border——

Mr. GATHINGS. Yes; anyhow that can be furnished.

Mr. DEVANEY. I do not have that at my fingertips.

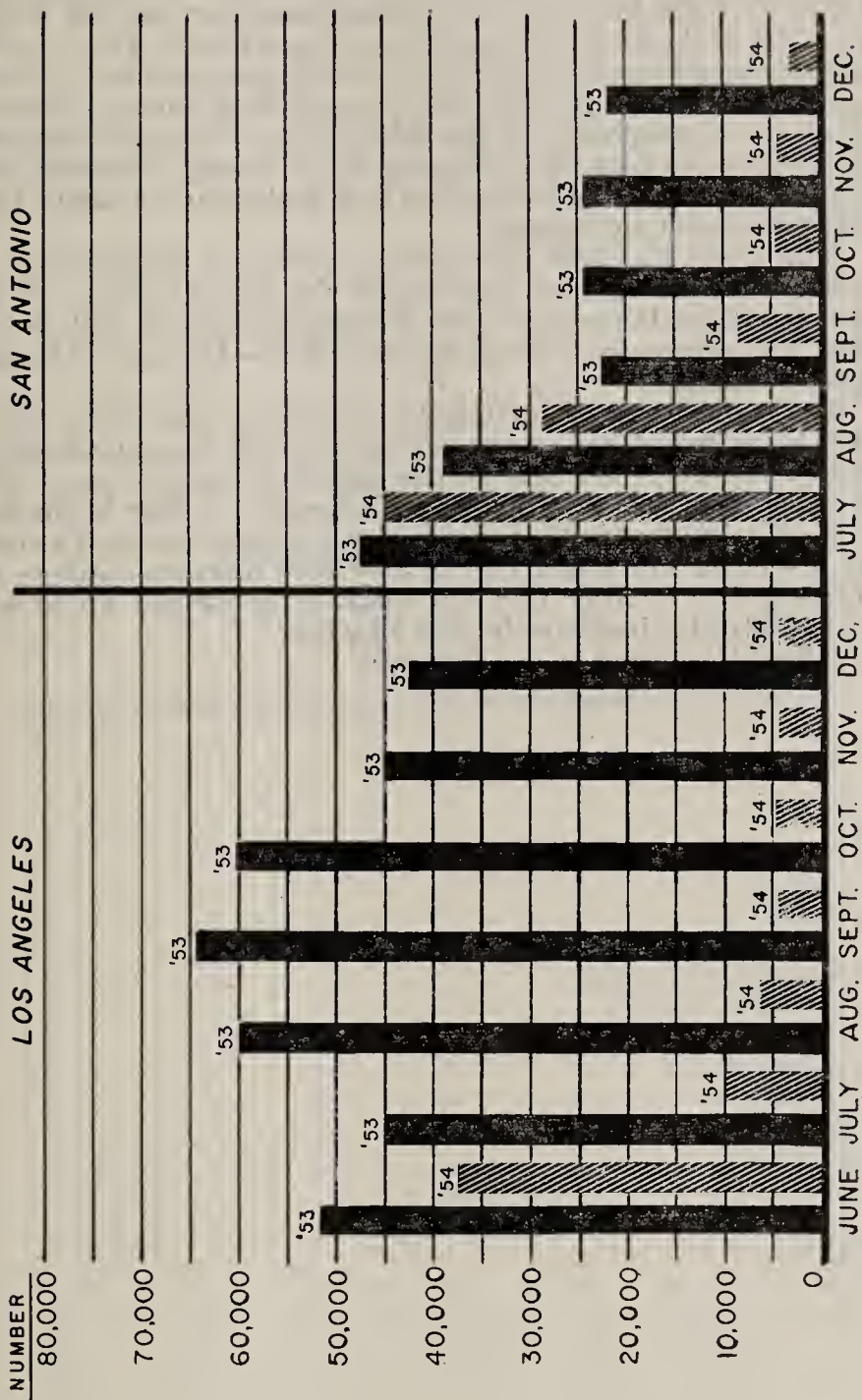
The next chart "B" represents in the Los Angeles and San Antonio districts a comparative chart showing the number apprehended in 1953 and 1954. This chart covers the period when the drive started in June. I think it will be helpful to the committee.

(The chart marked "B" is as follows:)



# COMPARISON - APPREHENSIONS

CHART - B



Mr. GATHINGS. Was there a sizable increase in 1954 over 1953?

Mr. DEVANEY. Yes. In that particular area actually the total number in 1954 was less than in the overall calendar year for 1953, but at the start of the drive, for example, in San Antonio, Tex., in 1953, during that month approximately 49,000 were apprehended. In the same calendar month, July 1954, that dropped back down to about 45,000. Then as we progressed in the drive, as the chart will indicate, then it continued to drop off, indicating that a cleanup operation had been effective and that the border had been sealed, to the extent that only a few were coming through.

Now chart C. This is a chart covering the contracting of legal workers in both the Los Angeles and San Antonio areas. I am sure that the Labor Department people have supplied you with the number that was contracted during the past fiscal—the past calendar year 1953 and 1954.

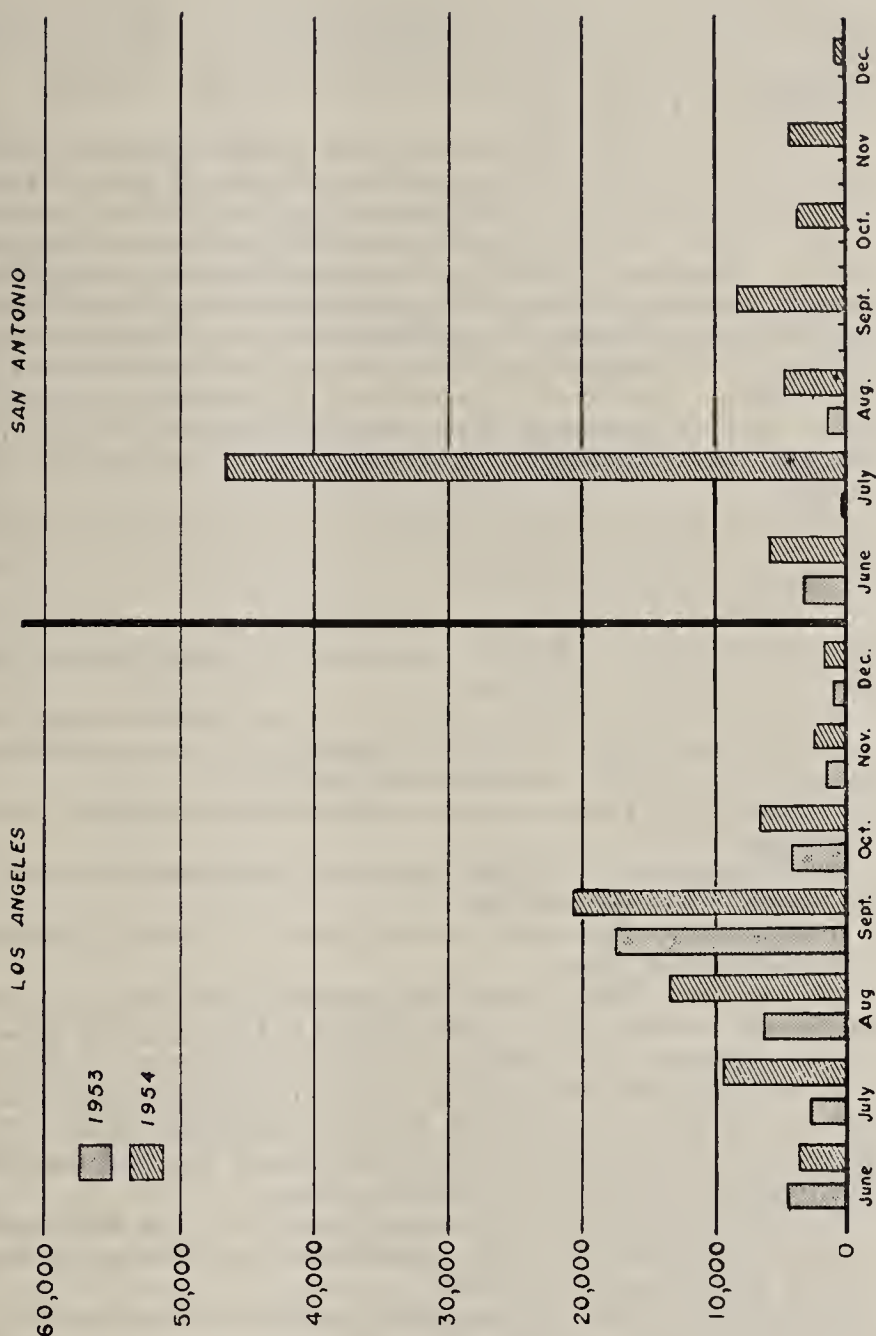
The reason why we drafted the chart as we have along this line is that so we would have some comparison with the apprehensions and the contracting. So that as the apprehensions increased, the contracting increased. So that as an indication in July in the San Antonio district; that is, the immigration district, the record as indicated by this chart will reflect that in July 1953 there was little or no contracting, but in July 1954 the contracting jumped up to approximately 48,000 as indicated by that long line.

(Chart C referred to is as follows:)



# COMPARISON -- CONTRACTING

CHART - C



Mr. GATHINGS. You were going to say a few moments ago that you had received quite a lot of cooperation from the farmers. Would you like to give us a little more detailed information on that, with respect to this?

Mr. DEVANEY. I think, Mr. Chairman, the best indication of that is the fact that particularly the larger growers in the areas recognized that this was an unhealthy situation. They recognized, too, that the Immigration Service meant to rid the valley of illegal aliens in California and Texas, too.

They were not happy with the fact that the border patrol would come on their farm in the morning and take off a large number of wets, and then find in the afternoon that they did not have anyone to do the job. It did bring about stability so far as they were concerned. And that, I think, and some other factors, recognizing that such an enlarged number of illegal aliens in the United States was depressing social standards, well, there was every indication that many criminal acts committed by these destitute individuals—and I think the thinking person realized perhaps in the greater cooperation would come from all concerned if the worker going back to his home in Mexico was financially in a better condition, and certainly they are today.

Just this past week General Swing and myself were down in Mexico City on other Government matters and we did talk with a number of the officials of that Government.

I would like to state for the record that they are extremely happy and pleased at the effective operation that took place to rid that area of illegal alien Mexicans.

Mr. GATHINGS. I wonder whether you could give some information as to the apprehensions by your Department in various cities of the United States in 1954 in comparison with 1953?

Mr. DEVANEY. That would be for the calendar year 1953. We apprehended 1,039,189.

Mr. GATHINGS. Could you give us a rough estimate as to where these came from principally?

Mr. DEVANEY. You mean as to that State they were apprehended in?

Mr. GATHINGS. Yes.

Mr. DEVANEY. Well, largely the apprehensions were in the State of California and in Texas. I should also indicate for the information of the committee that a large number of these "wets" had not stayed in those States but had drifted northward into the industrial cities, such as San Francisco, Detroit, Chicago, and other places. When we were reasonably satisfied that a pretty good job had been done in the Southwest, we did move into those areas.

Mr. GATHINGS. You used some of your force, the additional force that was given you, for these apprehensions in various parts of the country as well as on the border?

Mr. DEVANEY. Yes. It was quite a sacrifice on much of the permanent personnel of the Service like taking investigators out of the city of New York and sending them to the Southwest to do this job, but it was obvious that with the staff officers we had, we had to do it. And it had to be done immediately because, in effect, in many of the areas it had amounted to an invasion of illegal Mexicans entering the United States.

I am sure those familiar with the situation will agree that something had to be done. So we did utilize our officers, that is, to the extent that we have now been able to supplement that force and we will be able to permit our border patrol on the Canadian border to operate on a normal basis again.

There was sacrifice as to men, there was sacrifice as to other types of work in order to have this job accomplished.

Mr. THOMPSON. That was in 1953 the figure of one-million-and-some-odd?

Mr. DEVANEY. Yes, sir.

Mr. THOMPSON. Calendar 1953?

Mr. DEVANEY. Yes.

Mr. GATHINGS. You are going to 1954?

Mr. DEVANEY. 645,596 for 1954.

Mr. MCINTIRE. At the time that this intensive effort has been made by the Immigration Service has there been a change in recruitment program or policies or locale of the recruitment that has facilitated the legal entry of these people?

Mr. DEVANEY. You mean recruitment of personnel to do the job?

Mr. MCINTIRE. No, I mean the recruiting centers. Has there been a change in policy relative to recruiting centers that has helped to facilitate the legal movement of these people across the border as contracted with previous years when the total amount of wetbacks seemed to be a most difficult situation?

Mr. DEVANEY. I am glad you raised that question because we would like to definitely go on record as saying so far as the Immigration Service is concerned that we do not believe in border recruitment, with some few exceptions.

At Hidalgo, Tex., for example, that has been used on occasions with the permission of the Mexican Government, to recruit so-called specials. They are individuals who have been in the United States for a number of years, working, who are trained tractor drivers, irrigators, and what-have-you, and in order to avoid any delay, and this man was trained, we have used that place as a recruitment center for that type of work.

But on the great mass of workers it is our feeling that it is unwise to have men recruited on the border.

It is an invitation for a terrific influx of workers to come up from the interior of Mexico and hang around the border with the hope that they can be contracted.

The Mexican Government, I am sure, would not want any part of the thing since, in the past, I am speaking from experience, it has been a terrific problem for them from the standpoint of economy and social problems with such a large number congregated at the border.

So that I would like the record to clearly indicate that that is our position in relation to the matter.

Mr. THOMPSON. Two States were mentioned as being particularly cooperative in this program, one of which is my State of Texas. In fairness to the others, it might be well to ask if those that were not mentioned have failed to be cooperative or not.

Mr. DEVANEY. Perhaps in testifying I had in mind that the big operation was in California and Texas. I wish to assure the committee and for the record, that in any of the places we have operated we have found the growers to be decent people. They want to do the



right thing, and now that the matter is under control and they recognize it; they want to cooperate with us.

Mr. THOMPSON. That had been my thought.

Mr. DEVANEY. I think it might be well to refer to a communication which General Swing just a few days ago—if I can find it here, if you will give me a moment—sent to Senator Kilgore, Congressman Kilgore of your State. Could I read this for the record?

Mr. GATHINGS. Yes.

Mr. DEVANEY. "I recall your interest in the Border Patrol Intelligence Organization, which has been established along the border as an essential part of the effort to control illegal entries. This intelligence organization depends of course upon the confidence and good will of the people on both sides of the border who are in a position to give an estimate of the situation as it regards movement of those who have entered illegally or who may do so. Our intelligence at the border reveals positive indication that if we should relax our effort illegal crossers would flood back into this country. I am concerned that I may have given the impression in my answers last Wednesday—that was before the Government Operations Subcommittee of the House—"that farmers and ranchers on this side of the border were also waiting for the return of the illegal alien. On the contrary, they have been most cooperative and in accord with our present measures. I know we could not have reached our present state of almost complete control of the border without this voluntary cooperation on their part. I hope you will help me to express publicly our appreciation for this fine attitude on the part of the employers generally in the border areas."

Mr. THOMPSON. Thank you very much. You had left out two States that are neighbors of ours that we had always found extremely cooperative, namely, New Mexico and Arizona.

Mr. DEVANEY. I am happy that you raised that point.

Mr. THOMPSON. Thank you.

Mr. DEVANEY. Would you like for me to proceed?

Mr. GATHINGS. Yes. Just any information that you can give us. You have been most helpful.

Mr. DEVANEY. That is about the extent of my statement, Mr. Chairman. I was not here yesterday when there was discussion concerning this bill. I believe at this point I will rest my testimony unless there are some questions that you would like to ask me.

Mr. GATHINGS. We are grateful to you indeed for bringing this very fine information, as well as the factual data that you placed in the record. Are there any questions by members of the committee? If not, we appreciate so much your appearance here today and we thank you.

Mr. DEVANEY. Thank you.

Mr. GATHINGS. Representative Gubser has a meeting that he wants to attend. We would like for Representative Gubser to present his statement at this time.

#### STATEMENT OF HON. CHARLES S. GUBSER, A REPRESENTATIVE IN CONGRESS FROM THE 10TH DISTRICT OF CALIFORNIA

Mr. GUBSER. First I would like to express my appreciation to members of the subcommittee for allowing me to appear out of turn since I do have another appointment which I must keep.

Rather than presume upon your time and read the prepared statement which is being circulated to you at this time, I would like to summarize it if I may, Mr. Chairman, and state merely that I am here as a representative of California's specialized agriculture, and as a person who not only represents more or less the heart of specialized agriculture in the State of California, but as one who is engaged in the profession himself, and who frequently in the past years has had or has found it necessary to employ labor such as is being discussed in this consideration of H. R. 3822.

The statement which I have before you merely summarizes the very specialized aptitudes which are required in the type of labor which we use on the California specialty farm and may I emphasize specialized aptitude, because it is not everyone who is able and willing to do the type of work that is required on our farms.

I have also tried to point out in the statement that there is a shortage and I have also tried to point out that in these specialized crops, wherein marketability is important and quality is attained by picking and harvesting sometimes at a certain hour, time is of the essence, and that the demand for this labor is always sudden.

This constitutes the summary of the entire statement that I wish to have entered in the record but the main purpose which I hope I can serve here is to answer any questions you may have. There have been some very loose statements circulated in past years which have tended to minimize the need for this particular type of labor in California specialty agriculture. It has also tended to minimize the fact that specialized aptitudes are required. As one who has made his living raising these types of crops as one who is thoroughly familiar with the type of labor we need, and when we need it and the quantities in which we need it, I would most appreciate the chance to personally answer any doubts any of you may have, and to answer any questions that you may have.

Mr. GATHINGS. I want to say to you that we are most appreciative of the effort you made previously with respect to this legislation.

You made one of the finest statements that was made on this legislation a year ago on the floor of the House. If you would, I would like to ask unanimous consent that your statement be printed in full at this point in the record.

Mr. GUBSER. Yes, sir.

Mr. GATHINGS. Without objection that will be done.

(Mr. Gubser's statement which appeared in Congressional Record of March 2, 1954, is as follows:)

Mr. GUBSER. Mr. Chairman, I would like to speak on this bill as one who is familiar with it from personal experience because on rare occasions when no other source of labor is available I have hired Mexican nationals on my ranch in California.

I would like to point out some of the facts regarding the unusual situation which prevails in my native State of California. In the first place, as you probably know, our State raises 212 commercial crops. To be commercial a crop must be in interstate or foreign commerce and it must bring \$1 million into the State of California; otherwise it is not classified as commercial.

Our State of California produces 8 percent of the agricultural wealth of the United States and uses 7 percent of the agricultural labor. In the last 4 years, the most recent 4 years, we have produced \$2 billion in new agricultural wealth, yet in the last 100 years our gold industry in the State of California has produced less than \$1 billion in new wealth.



In our State we plant and harvest a crop every month of the year. We raise crops on land at elevations of 5,000 feet on down to 250 feet below sea level. We raise them in temperatures that vary from 120 degrees to freezing in any month of the year.

I point out these facts to show that California has a different situation. Mechanization is not possible in our State as it is in others.

Mr. Chairman, I would like now to come down to a very basic point which has been involved in this debate today. That is the question, Is there a shortage of agricultural labor? With in excess of 3 million unemployed how can there be a labor shortage? I admit to you very frankly that in our State of California there is unemployment, but I point out that those who are currently unemployed are not qualified to perform agricultural labor nor do they have the desire to engage in it.

Agricultural labor, believe it or not, is skilled labor. For example, may I point out the operation involved in the thinning of sugar beets which is currently going on at this very moment on my ranch in California. I am paying \$16 an acre for thinning sugar beets. A good experienced sugar-beet thinner can thin an acre in 10 hours. His salary is, therefore, \$1.60 an hour. We plant sugar beets on hills or beds which are 40 inches apart and we plant two rows to each hill or bed. That means that there are 26,162 running feet row in each acre. We try to leave 160 beets every 100 feet when we are performing this thinning operation. That means that this man, this skilled laborer I am going to call him, must strike the ground with his short-handled hoe 15,697 times to earn that \$16 or \$1.60 an hour. If he thins the acre in 10 hours, that means he hits the ground with that hoe 1,570 times each hour or 27 strokes per minute, or every 2.2 seconds.

Visualize this beet thinner. He cannot get down on his knees because he is progressing forward at a rate of 12 to 14 feet a minute. He is standing in a stooped position, reaching to the ground, chopping every 2.2 seconds. And he must be very careful to hit the ground as close to that beet seedling as he possibly can, so that the many beet seedlings which are intertwined will be exposed. And while he is doing that with his right hand, his left index finger and thumb are working with the deftness of a surgeon, going in to untwine those intertwined beets, removing the weak ones and leaving only the strong ones and leaving only one single beet every 8 inches.

I point out that operation to you, Mr. Chairman, to show you that this is not just ordinary labor; it is skilled labor.

There is unemployment in California. Go to the unemployment insurance lines and you will see it. But go to those lines and ask those men if they will accept a job thinning beets, hitting that ground 1,570 times per hour for \$16 an acre, and they will tell you, "We won't do it." And furthermore, if you try them you will find that they cannot do it.

I maintain that the persons in the unemployment insurance lines or the people who are unemployed in California and the other States are not agricultural laborers. They are not qualified to do this work. They do not have the desire to do it.

As I explained in a debate on this subject last year, we prefer to hire local labor because local laborers are more experienced and because the incidental costs of local labor are not as high as for Mexican nationals.

Let me quote from a letter which I received from one of my growers in California, a heavy producer of broccoli:

"They call the Mexican national program slavery. In some areas of the Nation this might be true, but why penalize California and Arizona? We must pay these nationals the going rate of pay for such labor as we pay the locals. Then we must furnish camp facilities, power, water, heat, kitchen, cooks, transportation, medical treatment, transportation to and from the border, association fees, and countless other expenses. Our cost for this program brings the hourly rate to \$.19 per hour per man. We can hire locals, if available, for 95 cents to \$1 per hour and furnish none of the above. Obviously, it would be sound business to hire locals, but there's one catch—there are none, or very few, who are willing to work in the fields. Those who used to work in canneries have gone to industrial employment: those who used to work the fields have gone to the canneries and industry. You have no one to replace the fieldworker except the "winos." For 3 years now we have had standing orders for 60 men per year from the farm labor office, and in the whole 3 years they have been unable to furnish us 60 men total."

I quote from another letter received from a large producer of strawberries. He says:



"Domestic labor here has never been successful because the majority of available domestic workers are not accustomed and have no desire for the type of stoop labor that is necessary for strawberry harvest."

Another large producer of strawberries says:

"While it is true that there may be local unemployment, none of our local people will do stoop labor. In hundreds of cases people are sent out from employment offices with cards, requesting us to sign their cards showing no jobs, in order that they may go back on unemployment relief. Whether we sign the card or not, in 75 percent of the instances they will not attempt the work. Those that will try, generally will last only a day or two."

Here in another letter is the case of a farmer in my district who wanted to hire local labor, so he went to the local farm-labor office:

"We needed men to pick broccoli, and we were sent 60 men from the department of farm labor; 2 men worked 2 hours, another 4 hours, the others refused to work at all."

Another letter comes from an association which hires Mexican nationals in my district. They said they went to the State of California Farm Placement Service and they attempted to replace our Mexican nationals with domestic workers. The result was that in 2 weeks' time they sent out 23 domestic unemployed to 1 of their growers. One of the 23 worked 4 days, the others worked from 2 hours to less than a day. Yet that operation needed 40 men.

I point out that the legitimate farm laborer who sincerely desires work will always have that work in the particular section of California which I happen to represent. I can show you hundreds of men who devote their lives to rendering this type of service and who have a better standard of living than the average factory worker in the big city. But unfortunately not enough of these men exist, and we still lose our crops.

One more important point, and that is that the industrial workers who are in the packing sheds in the plants where these crops are packaged and processed will lose their jobs unless the fieldworkers are available to harvest the crops of the raw material which these people put into packages.

I contend that if you deny us an adequate source of farm labor to harvest our highly perishable specialty crops you will be denying industrial workers in the packing sheds their right to earn a living.

Mr. GUBSER. Are there any questions?

Mr. THOMPSON. Suppose you could not get the legal labor from Mexico, what would happen?

Mr. GUBSER. The California tomato crop is the example that immediately comes to my mind. I can safely predict, and this is not a reckless prediction, that 50 percent of the tomatoes in central California would go to waste and the frost would get them and they would not get into a can and to a consumer.

Mr. THOMPSON. Inevitably a farmer who sees that sort of disaster facing him would hire anybody that came along the road, would he not?

Mr. GUBSER. I certainly would.

Mr. THOMPSON. So would I. Then without this legislation we would be faced with the return of the wetback plus disaster for the crops?

Mr. GUBSER. Yes. I would like to make it clear, of course, that I do not think any farmer in California wants to hire wetbacks. I certainly would guard against it personally. I know others do. Along this same line may I say that in my opinion the wetback problem in California was closer to a solution last year than ever before because of the fact that the new recruiting facilities which the Immigration people set up were so satisfactory and so efficiently handled that it was possible, upon proving a bona fide labor shortage, to have labor from the border up to the Santa Clara Valley—a distance of 5 or 6 hundred miles—within 48 hours.

The shortage would be certified by our State department of employment, and the help often was there from the border in 48 hours. It was beautifully managed.

As a result, I would say that the use of wetbacks in central California was minimized last year.

Mr. THOMPSON. We might add as one of the results that the price of vegetables would go up as the supply dwindled so the housewife is one who also benefits from what we are trying to do.

Mr. GUBSER. May I refer you to last year, for example, when a great many of the midwestern tomatoes were burned out. The price of tomatoes suddenly went up and canned tomatoes today are very high on the market.

That was the result of a shortage. If you do not pick the California crop and allow it to waste, allow the frost to take it because of a labor shortage, and that happens every year, the price is going to go up. It is bound to be reflected in the grocery store.

Mr. GATHINGS. What other crops do you grow in your particular area?

Mr. GUBSER. Sugar beets. We raise all sorts of fruits, peaches, prunes, apricots, pears, canned fruits, dried fruits. We raise practically every type of vegetable one can imagine.

Lettuce, of course, is a great user of labor. Sugar beets use a lot of this type of labor. Onions, all sorts of vegetable crops. This type of farming is entirely different from anything that you have in the Midwest where, with a 1-wheel tractor and 1 combine harvester you can go out and a couple of men can farm half a section or possibly even a section of land. In California it is not uncommon for a 100-acre farmer to require 90 to 100 men to help him all at once. One year I grew 30 acres of pickling cucumbers. That required at the peak of the harvest 45 men in that field every day.

In one particular day I had 30 instead of 45. I would get behind in my picking schedule. The cucumbers would get oversize and worthless. When you do not keep a vine of cucumbers picked every day it will not produce. And, as a result, the crop is seriously curtailed. And the quality just is impossible.

Mr. GATHINGS. You have given us some very good information as to how you can get in this labor in 48 hours. Let me ask you whether or not the local labor that has been used in the industry will do this stoop labor well?

Mr. GUBSER. There are a certain number of local people who will do this labor. We farmers much prefer to have them. We will always take them in preference to a Mexican national if we can get them. But unfortunately, there are just too few of them. When you need them, and may I again emphasize that the need is not tomorrow, it is today, it is this hour—when you need them, they are not there, and if they are not there your crop is gone.

Mr. GATHINGS. We had some good data put in the record here a few years ago as I recall, where there were several hundred referrals but very few who stayed on the job. That is, of the local domestic labor. Is that true in your area?

Mr. GUBSER. Yes; it is particularly true. If you would like a good example, come around central California about the latter part of October, when we are harvesting fall peas. There you will find tremendous numbers of people coming into a patch of peas. There will be 3 and 4 and 5 hundred of them all with their cars parked alongside the edge of the field. They are paid sometimes at the rate of



50 cents per hamper and they are paid in as they turn in each hamper. It is supposed to weigh 26 pounds and they are given a 50-cent piece instead of being paid at the end of the day. Along about 10:30 or 11 o'clock, of the 4 or 5 hundred who came along originally, you are lucky if you have 100 left because they pick 2 or 3 hampers and go back to town.

You cannot depend on them. I wish we could, because as I say, when they are available, we prefer them. We want domestic help. And give us enough of them and we will not ask for Mexican nationals.

Mr. GATHINGS. Any more questions?

Mr. McINTIRE. Mr. Gubser, this legislation proposes to make this program a permanent rather than one that requires legislative extension from time to time. It is your thought that this need is permanent and that the legislation should be permanent rather than an extension from period to period?

Mr. GUBSER. From all that I can gather, I am speaking now only for my section of the country—the industrial demands upon our labor supply are so great that I think the need is going to become even more urgent as time progresses, and undoubtedly the need for permanency of this legislation is there.

I do point out, however, that regardless of whether the legislation is temporary or permanent, there still will be the requirement for a certification by the proper authorities that a labor shortage does in fact, exist, and we farmers definitely want to use our local labor. We do not want to deprive the local man of a job. And we think that provision should be in there.

However, the law should be permanent.

Thank you.

Mr. GATHINGS. Thank you so much.

(Mr. Gubser's prepared statement follows:)

STATEMENT OF HON. CHARLES S. GUBSER, A REPRESENTATIVE IN CONGRESS FROM THE 10TH DISTRICT, CALIFORNIA, REGARDING MEXICAN NATIONAL FARM LABOR PROGRAM

Mr. Chairman, in appearing before this committee in support of H. R. 3822, I do so in a dual capacity. I am here as representative of a district which is thoroughly familiar with the aspects of the Mexican farm-labor question. I am also here as a California specialty crop farmer whose information stems from firsthand personal experience.

There are three major questions which must be considered when farm labor for California fields and orchards is discussed. These questions are (1) what kind of labor do we need? (2) how much of it? and (3) when do we need it? I believe that the answers to all three questions clearly indicate how necessary it is that this bill be approved.

First, California needs farm labor with very specialized skills and abilities. To illustrate, I should like to repeat an example which I cited on the floor of the House when this question came up last year. On my own farm, we plant sugar beets on hills or beds which are 40 inches apart, and we plant 2 rows to each hill or bed. That means there are 26,162 running feet of row in each acre. That means that during beet-thinning operations, when we try to leave 160 beets every 100 feet, this skilled laborer must strike the ground with his short-handled hoe 15,697 times to earn \$16 in 10 hours.

Visualize this beet thinner. He cannot get down on his knees, because he is progressing forward at a rate of 12 to 14 feet a minute. He is standing in a stooped position, reaching to the ground, chopping every 2.2 seconds. And while he is doing that with his right hand, his left index finger and thumb are working with the deftness of a surgeon, going in to untwine those intertwined beets, removing the weak ones, and leaving only the strong ones, 1 single beet every 8



inches. Needless to say, this is a job which requires a special aptitude. There are hundreds more, equally as specialized.

So much for skill. The next element is numbers. How much labor do we need? As you gentlemen well know, the need for farm labor, when it arises, is not isolated. A whole area suddenly requires workers, and they must be in ample quantity in order to do the work. Insufficient numbers of workers means loss of crop. It is not unusual for a small farmer with less than 100 acres to need from 90 to 100 workers all at once.

Finally, there is the question of when labor is needed. Again, the need is general. It also is sudden. When farm labor is needed in California fields and orchards, it is needed right now, at a certain time, sometimes at a certain hour. There is, for instance, a period of little more than an hour when the conversion of sugar to starch in sweetcorn dictates its harvesting. An hour or two can make the difference between top-grade sweetcorn and a starchy, inferior produce. The same time elements pertain in the fruit orchards. The tomato which is not picked today may be frostbitten tomorrow. When harvesting time comes, the labor must be available at the right time, in the right quantity, and equipped with the special skills needed.

Mr. Chairman, there is not a farmer in my district who would not prefer to use local labor if it could be obtained. We prefer it because it is cheaper, and often it is better. The local laborer houses and feeds himself and transports himself to work. The farmer is not required to pay a fee for hiring him, or a percentage of his wages to the association which recruited him. But unfortunately, there just isn't enough local labor. After our farm labor offices certify that a shortage does in fact exist, we are then forced to recruit foreign labor. The special skills required, the numbers needed, and the critical time element all combine to make the California specialty crop farmer dependent to a large extent upon Mexican national contract labor. This bill is essential for California agriculture.

Rather than lengthening this statement and presuming upon the committee's time, I shall be glad to answer any questions which you or the members of the committee may wish to ask me.

Mr. GATHINGS. We will now hear from Mr. J. Banks Young, representing the National Cotton Council.

#### STATEMENT OF J. BANKS YOUNG, WASHINGTON REPRESENTATIVE, NATIONAL COTTON COUNCIL OF AMERICA

Mr. YOUNG. My name is J. Banks Young. I am Washington representative of the National Cotton Council, which maintains its headquarters in Memphis, Tenn. The council is the overall organization of the raw cotton industry, representing cotton producers, cotton ginners, cotton warehousemen, cotton merchants, cotton spinners, and cottonseed crushers.

The council appreciates the opportunity of appearing in behalf of H. R. 3822, which we endorse, subject to the qualifications set forth below. This bill would eliminate the termination date included in Public Law 78, and thereby make that act permanent. The act authorizes recruitment and importation of Mexican nationals to perform work on farms and in cotton ginning, compressing and storing, cottonseed crushing, and other operations relating to the processing of agricultural commodities.

The domestic labor force continued its downward trend in 1954, establishing a new low for the entire period of time statistics have been published. The average for the year was 1.5 percent below 1953.

The trend so far this year shows a continued decline. For the week of January 23 through January 29, 1955, the number of hired farmworkers was 1 percent less than for the same period in 1954. In many parts of the Cotton Belt the number of domestic workers is far from adequate for cotton chopping and cotton picking. These

are the periods of peak labor requirements for cotton production. Even though there may be underemployment or unemployment in other areas during these periods, experience has definitely shown that it is not possible to obtain sufficient domestic workers who are able, willing, and qualified to perform the required work. Guided by research findings resulting from an expanded research program, we hope to reduce these peak requirements to the point where few, if any, additional seasonal workers for picking and chopping will be required in cotton production. Many problems must be overcome, however, before this situation can be realized. Meanwhile, we must face up to the realities of an inadequate domestic farm labor force in many areas during peak periods and provide the most reasonable means for supplementing the supply of agricultural workers.

The Mexican labor program has operated under Public Law 78 for the past four cotton harvest seasons. During this period improvements have been made in the administration of the act. Although further improvements are sorely needed, experience indicates that the authorities contained in the act are adequate for a reasonably satisfactory program.

The cotton industry is concerned about some features of the Mexican labor program. We fear its use as a mechanism through and by which Government will inject itself into the present relationship between domestic farmworkers and their farmer employers.

We are also concerned about the unreasonable requirements placed upon employers of Mexican workers. The committee will no doubt recall the testimony of the Cotton Council last year regarding the requirement of the United States Department of Labor that employers bargain collectively with a representative of Mexican workers in the matter of maintaining the work contract. This constituted a limited form of collective bargaining forced upon all users of Mexican workers without any authorization in Public Law 78 or any other act. Certainly such action was not contemplated by Congress, in fact it was contrary to the announced policy of Congress.

Our second point of concern relates to the potential injection of Government into domestic agricultural labor relationships. This concern stems from many sources. For example, the Labor Advisory Committee on Farm Labor of the United States Department of Labor at a meeting in Washington earlier this year urged that the Secretary of Labor seek amendments to Public Law 78 regarding domestic workers. Among the changes recommended in Public Law 78 was that—

growers and other agricultural employers are not permitted to utilize Mexican contract workers unless they have first offered United States workers as favorable conditions of employment as are now accorded to Mexican nationals.

The minimum conditions of employment which the Labor Advisory Committee would require of the employers of domestic farm workers are:

1. A written contract between hired workers and farm operators.
2. Payment to the hired workers of transportation costs.
3. Minimum housing requirements for hired workers.
4. Payments to hired workers to cover subsistence on days when no work is available or when weather or other conditions prevent work.
5. Guaranty of a minimum employment period.



I want to particularly call to the attention of the committee the next request:

6. That hired worker have the "right to elect his own representative for the purpose of maintaining the work contract."

7. Health and accident insurance coverage for hired workers at the expense of the employer.

8. Other fringe benefits.

It is impossible, of course, to know exactly what the Labor Advisory Committee had in mind by the more or less all-inclusive language of "other fringe benefits." Presumably then, it would include pensions at least.

There was one further requirement which the Labor Advisory Committee recommended for imposition upon farmer employers. It was "a wage based on rates other than those offered by employer groups."

This is obviously a minimum wage for agricultural workers, although it is not clear whether the employer would have to pay:

- (a) A wage demanded by the employee;
- (b) A wage determined by executive fiat;
- (c) The legal minimum wage for other than agricultural workers;
- (d) A wage arrived at on the basis of collective bargaining by the farmer-employer and the union official or other person representing the domestic workers.

In fact a minimum wage is only part, as shown by another statement of the Labor Advisory Committee report to the Secretary, to the effect that the exclusion of United States agricultural workers from the protection of labor and social legislation—such as protection of the right to organize and bargain collectively make it difficult to supply the needed farm labor.

Such recommendations as these clearly illustrate either a complete lack of understanding of the agricultural situation, or utter disregard of the facts on the part of some irresponsible union officials.

For the year 1954, the average farm wage rate for hired workers, without room and board, was 81 cents per hour. This is the group for whom these union officials seek to obtain higher wage rates, employment guaranties, and fringe benefits. By whom are these additional costs to be borne? Presumably by the farmer-employer. During 1954, the average hourly earnings for all agriculture was 74 cents per hour. This is the average for everybody on farms—farm operators, their families, and hired workers.

It is estimated that farm family labor accounts for about three-fourths of all farm labor. Thus the average hourly rate for farm operators and their families would be about 72 cents an hour. This is 9 cents less than the 81-cent average hourly wage paid hired workers. To impose upon employers the added cost recommended by the Labor Department's Farm Labor Advisory Committee would further widen the gap between the earnings of hired workers and farm operators.

At this point let me call to the committee's attention the features of Public Law 78 which protect domestic workers. Mexican workers are not available for work on a farm unless the Secretary of Labor certifies that:

(1) Sufficient domestic workers who are able, willing, and qualified are not available at the time and place needed to perform the work for which such workers are to be employed.

(2) The employment of such workers will not adversely affect the wages and working conditions of domestic agricultural workers similarly employed.



(3) Reasonable efforts have been made to attract domestic workers for such employment at wages and standard hours of work comparable to those offered to foreign workers.

These requirements provide fully adequate protection for domestic workers insofar as the importation and employment of Mexican workers are concerned. Any additional legislative proposals relating to domestic workers having such far-reaching consequences as those recommended by the Labor Advisory Committee should be a separate issue, and not a part of H. R. 3822 or Public Law 78.

We urge that this committee in its consideration of H. R. 3822 give careful attention to the implications contained in the recommendations of the Department of Labor's Advisory Committee on farm labor, and through affirmative action make clear the intent of Congress in respect to these matters.

Mr. GATHINGS. Thank you very much, Mr. Young. I wanted to ask you whether you know the number and names of the various organizations represented on the Advisory Labor Committee.

Mr. YOUNG. No, sir, I do not. I have this press release. They did not say who was on that committee. There were 18 on that. I am not sure that the list has been made public.

Mr. GATHINGS. Is Mr. Holley here?

Mr. WILLIAM HOLLEY. I do not have it. I understand it has been made public.

Mr. GATHINGS. You can furnish that information for the record can you?

Mr. HOLLEY. Yes, I will do that. I do not have a copy here but I will see that you get a copy for the record.

(The tables X, Y, and Z are as follows:)

TABLE X.—LABOR ADVISORY COMMITTEE ON FARM LABOR, DEPARTMENT OF LABOR

John J. Maurillo, regional director, CIO, 414 Empire Building, Syracuse, N. Y.

Richard Leonard, CIO, 718 Jackson Place NW., Washington, D. C.

Paul Christopher, State director, CIO, rooms 215-220, Flatiron Building, Knoxville 17, Tenn.

Charles Cowl, regional director, CIO, De Soto Hotel, Tampa, Fla.

Mr. Grover Hathaway, secretary-treasurer, United Packinghouse Workers of America, 1800 Transportation Building, Chicago 5, Ill.

Mr. Irwin L. DeShetler, regional director, CIO, 1010 South Broadway, Los Angeles 15, Calif.

Mr. Nicholas Dragon, regional director, CIO, 1815 West Van Buren, Phoenix, Ariz.

Mrs. Katherine P. Ellickson, associate director, department of education and research, Congress of Industrial Organizations, 718 Jackson Place NW., Washington 6, D. C.

Mr. Herbert McCreedy, regional director, CIO, 716 Lothrop, Detroit, Mich.

C. J. Haggerty, secretary-treasurer, California Federation of Labor, 810 David Hewes Building, 995 Market Street, San Francisco 3, Calif.

H. L. Mitchell, president, National Farm Labor Union, 825 Victor Building, 724 9th Street NW., Washington 1, D. C.

Mr. J. L. Rhodes, southern director of organization, American Federation of Labor, 416 Hurt Building, Atlanta, Ga.

Mr. Elmer J. Hewitt, Amalgamated Food and Allied Workers Union, Local 56, 224 Federal Street, Camden, N. J.

Mr. Patrick E. Gorman, secretary-treasurer, Amalgamated Meat Cutters & Butchers Workmen of North America, 2800 Sheridan Road, Chicago, Ill.

Mr. Lewis G. Hines, special representative, A. F. of L., A. F. of L. Building, Washington, D. C.

Mr. Lewis G. Harkins, director of cannery and food processing division, International Brotherhood of Teamsters, Chauffeurs, Warehousemen, and Helpers of America, 100 Indiana Avenue NW., Washington, D. C.

Mr. Sidney L. Brennan, vice president, International Brotherhood of Teamsters, Chauffeurs, Warehousemen, and Helpers of America, 706 First Avenue North, Minneapolis 3, Minn.

TABLE Y.—SPECIAL FARM LABOR COMMITTEE, BUREAU OF EMPLOYMENT SECURITY, DEPARTMENT OF LABOR

| State:              | Member and mailing address                                                         |
|---------------------|------------------------------------------------------------------------------------|
| Alabama-----        | Paterson, Haygood, 515 Dexter Avenue, Montgomery.                                  |
| Arizona-----        | Abbott, H. S. Casey, Box 1629, Avondale.                                           |
| Arkansas-----       | Adams, H. S., West Memphis.                                                        |
| California-----     | Newman, John V., Route 1, Box 734, Ventura.                                        |
| Colorado-----       | Maddux, C. V., 4457 Alcott Street, Denver.                                         |
| Connecticut-----    | Lasbury, Ralph C., Jr., 148 State Street, Hartford.                                |
| Delaware-----       | Cannon, H. P., II, Bridgeville.                                                    |
| Florida-----        | Sikes, Fred, United States Sugar Corp., Clewiston.                                 |
| Georgia-----        | Vacant.                                                                            |
| Idaho-----          | William M. Carson, 687 West Butterfield Avenue, Weiser.                            |
| Illinois-----       | Jones, W. D., Streator.                                                            |
| Indiana-----        | Harvey, George R., 130 East Washington Street, Indianapolis.                       |
| Iowa-----           | Vacant.                                                                            |
| Kansas-----         | Praeger, H. A., Claflin.                                                           |
| Kentucky-----       | Cleveland, H. S., Route 1, Pleasureville.                                          |
| Louisiana-----      | Hammond, R. M., Wisner.                                                            |
| Maine-----          | McIntire, Smith C., Perham.                                                        |
| Maryland-----       | Foard, John, Hyde.                                                                 |
| Massachusetts-----  | Moser, Roy, Massachusetts Extension Service, University of Massachusetts, Amherst. |
| Michigan-----       | Henderson, Max C., 507 Second National Bank Building, Saginaw.                     |
| Minnesota-----      | Vacant.                                                                            |
| Mississippi-----    | Levingston, Sidney, Ruleville.                                                     |
| Missouri-----       | Hunter, W. P., Sikeston.                                                           |
| Montana-----        | Popham, Clarence, Corvallis.                                                       |
| Nebraska-----       | Sheldon, Phil, 215 East 16th Street, Scottsbluff.                                  |
| Nevada-----         | Whipple, Jesse, Box 57, Logandale.                                                 |
| New Hampshire-----  | Colby, Sterling, R. F. D. 3, Manchester.                                           |
| New Jersey-----     | Voorhees, Herbert W., 168 West State Street, Trenton.                              |
| New Mexico-----     | Thorpe, W. P., 334 West Griggs Ave., Las Cruces.                                   |
| New York-----       | Hall, John A., Lockport.                                                           |
| North Carolina----- | Pearsall, Thomas J., Rocky Mount.                                                  |
| North Dakota-----   | Haslerud, E. J., Extension Service, North Dakota Agricultural College, Fargo.      |
| Ohio-----           | Scheid, Walter A., Napoleon.                                                       |
| Oklahoma-----       | Gentry, J. Bryant, Hobart.                                                         |
| Oregon-----         | Chase, Truman A., 400 Country Club Road, Eugene.                                   |
| Pennsylvania-----   | Wood, Norman, R. D. No. 1, Peach Bottom.                                           |
| Rhode Island-----   | Knight, Edwin J., Box 234, Greenville.                                             |
| South Carolina----- | Sanders, Paul, Ritter.                                                             |
| South Dakota-----   | Croes, C. W., 1022 South Second, Aberdeen.                                         |
| Tennessee-----      | Moss, William F., State Office Building, Nashville.                                |
| Texas-----          | Muldrow, Al, 221 South Club Street, Brownfield.                                    |
| Utah-----           | Shelley, Frank G., 57 West South Temple Street, Salt Lake City.                    |
| Vermont-----        | Cornwall, E. B., R. D. No. 4, Middlebury.                                          |
| Virginia-----       | Bond, Walker McC., 402 North Loudon Street, Winchester.                            |
| Washington-----     | Jones, B. T., Pietsweet Foods Inc., Mount Vernon.                                  |
| West Virginia-----  | Welton, Carl, Moorefield.                                                          |
| Wisconsin-----      | Schroeder, Guido, West Bend.                                                       |
| Wyoming-----        | Wilson, J. B., McKinley.                                                           |

TABLE Z.—SUBCOMMITTEE ON MEXICAN LABOR, BUREAU OF EMPLOYMENT SECURITY,  
DEPARTMENT OF LABOR

1. Northwest Area (Washington, Oregon, Idaho, and Utah) :  
Member, B. T. Jones, Picketsweet Foods, Inc., Mount Vernon, Wash.  
Alternate, R. T. Magleby, Box 615, Walla Walla, Wash.
2. Desert Area (California : Imperial, Blythe, and Coachello Valleys) :  
Member, Keith Mets, Box 237, Holtville, Calif.  
Alternate, B. A. Harrigan, El Centro, Calif.
3. California (Southern California except desert area) :  
Member, John V. Newman, Route 1, Box 734, Ventura, Calif.  
Alternate, Vacant
4. California (Northern) :  
Member, Bruce Sanborn, De Giorgio Fruit Corp., 350 Sansome Street, San Francisco, Calif.  
Alternate, Jack Bias, Salinas, Calif.
5. Arizona :  
Member, H. S. Casey Abbott, Box 1629, Avondale, Ariz.  
Alternate, Art Bodine, 125 East Coronado Road, Phoenix, Ariz.
6. Texas (El Paso and Trans Pecos Valley) :  
Member, J. B. Kirklin, Trans-Pecos Cotton Association, Pecos, Tex.  
Alternate, Robert L. Skov, Clint, Tex.
7. Texas (Lower Rio Grande Valley—Rio Grande Plains Area) :  
Member, William Hughes, Elsa, Tex.  
Alternate, Gaylord F. Osborn, Box 1528, Harlingen, Tex.
8. Texas (Except Areas 6 and 7) :  
Member, Al Muldrow, 221 South Club Street, Brownfield, Tex.  
Alternate, Sam Reed, O'Brien, Tex.
9. Rocky Mountain Area (Colorado, Wyoming, Montana, Nebraska, and Kansas) :  
Member, C. V. Maddux, 4457 Alcott, Denver, Colo.  
Alternate, Fred Holmes, Great Western Sugar Co., Denver, Colo.
10. Great Lakes Area (Minnesota, Wisconsin, Michigan, Ohio, Indiana, Illinois, North and South Dakota, and Iowa) :  
Member, Max C. Henderson, Michigan Field Crops, Inc., Saginaw, Mich.  
Alternate, John F. McGovern, Green Giant Co., Le Sueur, Minn.
11. Arkansas and Missouri :  
Member, Harvey R. Adams,<sup>1</sup> Box 802, West Memphis, Ark.  
Alternate, A. L. Story, Charleston, Mo.
12. Mississippi, Tennessee, Louisiana, and Kentucky :  
Member, Sidney Levingston, Ruleville, Miss.  
Alternate, George Franklin, Jr., Rayville, La.
13. New Mexico :  
Member, W. P. Thorpe, Las Cruces, N. Mex.  
Alternate, E. K. Patterson, Roswell, N. Mex.

Mr. GATHINGS. Are there any questions of Mr. Young?

You made a very fine statement. We appreciate so much your appearance here this morning.

Mr. YOUNG. Thank you. I appreciate your hearing me at this time.

Mr. GATHINGS. Now we have with us Mr. William H. Tolbert, of the California Labor Association and he has with him Mr. Bruce Sanborn, Mr. George Lyons and Mr. Leland J. Yost.

We will be glad to hear from you at this time.

<sup>1</sup> Harvey R. Adams, chairman, 1955.



STATEMENT OF WILLIAM H. TOLBERT, NATIONAL FARM LABOR USERS CONFERENCE AND CALIFORNIA FARM LABOR ASSOCIATION, ACCOMPANIED BY BRUCE SANBORN, CALIFORNIA PRODUCTION ASSOCIATION; GEORGE LYONS, VEGETABLE INDUSTRY, CALIFORNIA AND ARIZONA; AND LELAND J. YOST, COACHELLA VALLEY FARMERS ASSOCIATION, THERMAL, CALIF.

Mr. TOLBERT. My name is William H. Tolbert. I am appearing as a representative of the National Farm Labor Users Conference, which is an informal organization composed of the users of foreign labor such as Mexican Nationals, British West Indians, Bahamians, and so forth, covering about 95 to 98 percent of the users in forty-odd States. I am also representing the California Farm Labor Association, which is an organization encompassing all of the farm labor users in Southern California, and Mr. Sanborn representing the California Farm Production Association of the northern part of California, and San Joaquin Valley, users of the same type of foreign nationals, and Mr. George Lyons, representing the vegetable industry in California and Arizona are concurring in my statement. They will be here to answer questions, if you have any of them, Mr. Chairman.

I do not have a prepared statement. If I may, I will talk from an outline.

Mr. GATHINGS. That is fine.

Mr. TOLBERT. The first time that it was my privilege to appear before this committee and work with this committee on this type of legislation was in 1943 and at that time you folks asked that we get together and that we all agree on something and come to this committee. We have been trying since 1943 and we have finally reached that place, Mr. Chairman.

I think I can tell you today that agriculture is unanimous in its feeling on H. R. 3822, that it should be extended and without amendment. That includes, as you heard here yesterday, the Department of Agriculture, it includes our National Farm Labor Users Conference, and you have heard representatives from the Farm Bureau and the National Grange and the National Cooperative Council and National Cotton Council express that same feeling. And for one time and finally, we are completely unanimous, all segments of agriculture, and to my knowledge all of the representatives who will appear before you speaking for agriculture are going to concur in that opinion, and will express the same thing that we are expressing—that this bill should be passed.

Mr. GATHINGS. I wonder whether you would give us the views personally; that is, the reasoning back of such unanimity of agreement.

Mr. TOLBERT. First, I think that in the long history of working with this piece of legislation, which as you well know started in 1943, we have come to understand what definitions are in the bill, what the various sections and phases and words in the bill mean, and how the official interpretation has been made of them. A lot of that has come about through dint of hard work with the various administrative departments involved in the administration of the act. And last, but not least, was the passage last year by this committee of an amendment to this bill allowing for—after all efforts had been made to reach an agreement with the Mexican Government, failing that, the Immigra-

tion Service and the Department of Labor would be allowed to operate unilaterally which has helped materially in the operation of this program and much to the opposite effect of those who decried the act and said that the United States was making an enemy of our next-door neighbor. We did not find that to be true and we have had most hearty cooperation from the Mexican Government ever since.

The administration of the program during this past year has been much better than it ever has been before. They have worked very closely with us. And we feel that the continuation of that type of administration under the law as it is now can make for a continuity in this program that will give stability to agriculture wherever it is necessary to use these men primarily; but secondarily it would affect agriculture all over the United States because in the areas where these men are used there is extremely intense farming and many of the areas produce 2 and 3 and 4 crops a year and should those people be deprived of the use of this imported farm labor they are certainly going to the far corners of the country to recruit labor in an attempt to keep their farms going and when they do that it automatically will affect the labor supply and the operation of farms throughout the United States.

It cannot help but be a chain reaction that would reach clear across the Nation. Coupled with that was the cooperation that all farm organizations who have been using foreign nationals have given the Immigration Service in their attempt to clean up the "wetbacks."

The people who have been using this type of labor now for many years have been those who most sought the cleaning up of the wetback program in agriculture and if you will recall back in 1951, we came to this committee and offered an amendment to this present act to attempt to clean up the wetback situation at that time ourselves.

At that time it turned out that it was not the right time to put that type of legislation through and the committee had very wisely turned it down for which we now thank them and we thanked them then.

But I think it does emphasize that the farmers who are using this type of labor were the first ones to be really interested in cleaning up the wetback problem, so we were more than glad to cooperate with the Department of Immigration and Naturalization in the cleanup program last year and that has helped our program to operate much smoother. Believe me, it has helped us materially. With all of that in consideration, we feel that since we are now familiar with this act as it is now and all of its provisions, and the operation of it, that we have something that will lend stability and continuity to it and for that reason we think that your time and our time and the time of Congress and everyone else should not be taken up to review something that is operating effectively and properly and we are reducing expense to the Government every year—the expense for the operation of this program has come down materially in the last 3 years. We think that, with all of the safeguards that are in the act so that the act will become non-operative any time it is not necessary for these workers to be brought in, that it should be permanent, it should be made permanent and since we have become familiar and know how to operate under the act as it is now, that it should be not changed.

There has been the question asked in this committee on several occasions as to what happened to the domestic labor and where the domestic labor that was here that was doing the job before we had this foreign imported program and why this has become necessary.



And with the indulgence of your committee, I would like to comment briefly on that and see whether I could answer some of those questions.

It will take a brief review of our American history. When we started, we started as an agricultural country. We had frontiers that were far reaching and wide expanses of frontier and year after year we were strictly an agricultural Nation and practically everyone produced his own food in the main, and what he did not produce he swapped out with the neighbors.

That prevailed pretty well through the last part of the last century. At that time we started the industrialization of the United States and began to create large urbanized areas where it centered around industry.

We gradually, from 1850 when there was 1 farmer producing food for every  $1\frac{1}{2}$  persons in the United States—at the present time each person on the farm is now producing food for about 18 people plus a surplus for export.

That period developed up through the early part of this century and then we started our assembly lines, the mechanization of industry, and we began to attract a lot of people who had come to this country as immigrants into industry.

We started educating their children. Our public-school system was developed. It became a requirement that everyone would have to go to school. The children of the immigrants naturally went into industry, professions and service organizations in the city and we began to develop an industrialized civilization.

By the time we reached 1914 we found that it was necessary to control immigration to a certain extent, not excluded but just control. So our first Immigration-Naturalization Act was passed in 1913 and became law in 1914.

It did not exclude anyone. It did not set up any quotas. It merely controlled the people and kept track of them as they came into the United States. And then in 1923 we passed the exclusion and the quota act that became effective in 1924 that set up quotas, the number of people that could come to the United States and those people had to come to this country under economic situations that would allow them to keep themselves without becoming indigent upon the community for a period of at least 5 years.

That eliminated the type of people that had been immigrating into this country and doing the drudge task in industry and the drudge work on the farms. We had a generation of people on our farms at that time centralizing around the eastern seaboard of people that had come in from Europe and the southern part of the United States, Latin Americans and Indian types of people that had come from Central America and Mexico, on the west coast the Asiatic type that came in there to do the job.

Those people came in because they were seeking a better standard of living. They wanted to come to America. And they wanted to have the rights and privileges that were here but they had no other skills than that of farming.

And they had no other ability or training other than to do the drudgery work that was both in industry and in agriculture. But the great reformation of our industrial setup in the United States in the twenties set up our assembly lines and that attracted these people in large numbers from the farms into industry.



At the same time their children became educated. Those children were raised and taught to seek the professional job and the industrial job in the city and the farmers themselves—the American farmer glamorized the road to town. He always said that as soon as his boy got old enough he did not want him to have to get up and milk cows at 4 o'clock in the morning and work until dark and after and take care of the chores. He wanted him to go to town and become a doctor or business executive or lawyer and we paved the road from the farm to town.

And that immigration was cut off in 1924 and as a result, as that group of people that were on our farms at that time began to die out we began to lose our agricultural labor.

Then the great depression of the thirties came along, that resupplied the farms with people who had no other way of making a living during the thirties.

And then as soon as the industrial machinery of the United States picked up because of World War II, those people began to drift back to industry but the generation of people that were on the farm doing the job that came before 1924 was gone.

They were not on the farms. So, in 1939, 1940, we began to realize that we had a farm-labor shortage. And in 1941 and 1942 the Department of Agriculture and the United States Department of Employment made a lot of surveys particularly for the sugar-beet industry and attempted to find labor to do that stoop job that was necessary to produce sugar for the war and they found it could not be had anywhere else and they set up the organization in 1942 to start importing foreign workers from Mexico and in 1943 they included the British West Indies, Nova Scotia, Canada, and we began to bring them from offshore.

Mr. GATHINGS. You will recall we brought quite a lot of German prisoners of war in here, as well as Italians, I believe.

Mr. TOLBERT. Yes, sir. Immediately following our entry into the war we began to ship German and Italian prisoners back to the United States and at the peak we had 170,000 prisoners of war working in agriculture during the war, plus at that time about 130,000 Mexican nationals and about 25,000 Bahamans, Jamaicans, Nova Scotians, Canadians, and about 10,000 Puerto Ricans that were brought to the shores of America to do farm labor.

A lot of people decried this and said it was un-American. Something that should not happen to our country but I think we should review a little bit of history at that point to go back to Western Europe.

During the Renaissance, the development of the guilds and the artisan crafts in Western Europe, they soon reached the place where they had established an urban civilization and were industrialized, and the skilled artisans were set aside according to their skills.

At that time Western Europe found itself short of agricultural labor and it became necessary to import labor from the Balkan States and bring them west every year to help harvest the crops of Western Europe. That has been a pattern in Europe ever since that intense development of these civilization centers.

All through World War I the Kaiser and the German strategists of that age realized that that was necessary and they left the borders open so those people could migrate back and forth.

One of the things that I think the military strategists would tell you, one of the reasons why the Nazis failed was they were afraid of outside interference and spying so they closed their borders and they lost agricultural production materially because of this lack of migration.

We, in the United States, have gotten to that place. We have no big frontiers any more where we can move large population centers into, to create agriculture. We have reached that point in our civilization where we have to reach out somewhere else.

The same thing was true even in the Roman Empire. When they reached a stage of civilization they had to reach out to other areas where there was a lesser standard of living to bring those people in to do the menial tasks.

We have reached that place here in the United States. In the Western Hemisphere. We have more or less gotten to the stage where we are like the man who had a boy and as the boy grew up he suddenly realized that the father could no longer act like a kid, that he had a son of his own and he had to act like a man.

And we have reached that place in our civilization, where I think it is necessary. I think that was the reason why that generation of farm labor is gone and we have no method of replacing it, so we have to turn to other systems to have people here to do that kind of job.

We have population near to us that are of a lower standard of living and are very willing to come in and do that job and we, in turn, are helping those nations to assist themselves economically by actually working for their money, and actually produce for us, in obtaining that money.

We also were criticized quite regularly and quite loudly and quite often by organized labor and other segments of American population because, as they say, we are giving the Mexican national, we are giving the Bahamian and the other foreign nationals that come into this country, something that we do not give to domestic workers.

I worked on a foreign contract myself in Mexico for about 3 years. And it is an international pattern that any time you take a man out of his own country to work in another country that he is to receive benefits that the domestic worker would not receive doing the same job.

The very unions that decry the fact that we are offering benefits over and above what the domestic worker gets to do this same job and asking that the domestic worker get that, not too long ago made a contract with oil companies over in Arabia to take oil workers over there under their union contract to do a certain job and I wish that this committee could take a look at the fringe benefits that were necessary to take them from this country into those foreign contracts over and above what the local people there were getting and far beyond what they would get here in the same job.

It has been an international system. It is an international custom. That any time you take a man out of his own country, and take him where he is in strange country among strange people, does not know the language, he is away from his family and everything else, they have to offer a certain amount of fringe benefits there over and above what the man locally would get for the job and it is always premium labor.

So it is with the agricultural labor that comes in here. So we are not doing anything that has not been done for years and years.



It has become custom, the world over. Yet maybe we have been a little too provincial to look across international borders to see that this is a normal operation. I think there is an international organization called the International Labor Organization, the ILO, and they have contracts for all types of labor, including agriculture, which recognizes the fact that when you bring a man from his own country into a foreign land to do a job that he has to have a certain amount of guaranties over and above what the man living in that country would get for the same job.

It has also been said in criticism of our program that we are depressing wages in the areas where these workers come in.

I would like to submit that I think those who have made that criticism have not looked very closely at the record. The west coast has used these men more steadily than any other area. We have used these men more steadily than any other area in the United States. At the present time the west coast, the second largest user of Mexican nationals that come into the United States, and we also have the highest wage rate in the United States for farm wages. That is the west coast. I would like to give you an example of my own county. Since we started using Mexican nationals in Ventura County in 1943, the wage rate has increased 189 percent. We have had to make two 10-cent-an-hour raises in the last 24 months, and we are using a large percentage of Mexican nationals. I do not think that indicates that the Mexican nationals are pushing wages down in that area.

Along this line, the Department of Labor made a suggestion to this committee in their testimony that some new language be introduced into Public Law 78, saying that we had to pay comparable wages. When we review those facts that Mr. Young, of the Cotton Council, gave you a few minutes ago, about what the 18-man union advisory committee asked that the Department of Labor do, include into this law the definition of comparable wage, we find that that was given quite explicitly. That comparable wage, when they start defining what they mean by the word "comparable," they mean that they think if a job is done in the shed, and a like job in a different manner is done out in the field, that the same wage should prevail for both jobs.

If you are in a packing shed where skilled workers are used, and they draw \$1.65 or \$1.70 an hour, and you change the system, use a different method of packing, such as has developed in the lettuce industry in California, to where it becomes a field operation, equally costly and in many cases more costly than it would be if the same operation were done in the shed, yet they claim that we should give the same job, I mean, the same wage for that unskilled job in the field that the skilled job was being paid in the packinghouse.

We think that is what they mean by comparable wage. We think they are going to say that comparable wage will cover a lot of things other than the same wage for the same job in the same area under the same conditions as the law reads now.

We think that is the way it should remain unchanged. I think the question was asked in the committee yesterday, were these men used in the packing sheds. And I would like to say that in California they are not used in the packing sheds. They are only used for stoop-type and field labor.



That is the only thing we get a certification for and that is what we bring them in for and that is what they are used for.

I would like to also point out that these Mexican nationals send crops and commodities into many packing sheds and plants and such as that, that are unionized in our State and almost to a man and to a union, the unions who are operating those packing sheds and who are operating those canning plants and such as that, do want this legislation to continue. Whereas, their national leadership may speak otherwise, we have many of those men come and tell us that they realize that their jobs depend upon the continuation of this program and they want it to continue.

Oftentimes they are not allowed to speak openly and say that openly but we know that they feel that way deep down in their hearts and in their own private conversations they know that this program must continue.

I touched briefly a while ago on the cooperation that we had given the Immigration and Naturalization Service in the cleanup of the wetbacks. And California was pointed out by Mr. Devaney as being one of the areas where a large number of wetbacks were apprehended.

I would like to point out that a tremendous number of the wetbacks that were working in California were not working in agriculture. They were working in industry. I would like to call your attention to the fact that there were about 57,000 Mexican nationals contracted for California the year before last and about 52,500 last year. And about 77,000 in this past year.

I am talking about 1954 and 1953. Most of that increase of the 20,000 came in the northern part of the State, where there had been some change in the agricultural type and where we knew that there were a large number of wetbacks that had been used in the past. But to give you an example of what the impact was on industry, and we, in agriculture in California have been claiming for a number of years there were more wetbacks working in industry in California by far than in agriculture but we had no way of proving it—the Department of Employment out there had estimated that there were over 80,000 wetbacks working in industry in the State of California and about 40,000 in agriculture.

But I would like to point out what happened to the unemployment compensation payments in July immediately following the drive in June.

Now in July that is normally a time when the unemployment compensation goes up slightly in California because it is a drop season for about 2 or 3 weeks of the month of July, and then declines again in August as we go into the fall peak, but in July last year the unemployment-compensation payments dropped \$385,000 a week in July, which meant that the wetbacks were taken out and the people who were drawing unemployment compensation were immediately given these jobs in industry that was covered by unemployment compensation where it was directly shown that these people were coming out of industry, and proved what we had claimed for a long time.

The Mexican Government in this operation "wetback" did give the Immigration and Naturalization Service a tremendous amount of cooperation and help. They were also very cooperative in seeing that there was a supply of Mexican nationals available to the farmers at the recruiting points at the time and place that they were needed

to fill the needs of our certification after it had been certified that there was not a local labor supply available.

Another proposal that was made by the Labor Department yesterday which was also included in the 18-man union advisory group report to the Department, that the Mexican national began touching on the proposition that the domestic worker should be given everything that is in the Mexican national's contract—there is nothing new about that. That was tried in 1948 and 1949. We had imposed upon us in California, and California was made the trial run for that particular thing, that we should offer exactly the same thing that we were offering to the Mexican national. That we had to do it before we could get a certification. So we tried it. In 1948 and in the spring of 1949 and if I may use the example of my own county, I would like to give you some figures.

I did not know that this was coming up so I did not bring the detail figures from my office. So I will have to give you approximately the figures, but I think they will be rather close.

In December of 1948 and through the spring of 1949, we recruited from Bexar County, Tex., which is San Antonio, we had 6 recruiting areas in the State of New Mexico. We had two 14-passenger buses in the Sacramento and San Joaquin from Marysville, south, with our own recruiters in those buses and we were paying the transportation from all of those points, from the 6 points in New Mexico, and from Bexar County, Tex.

We had family housing in our county. We have housing for about 3,200 families in our county so it was not a matter of not having the housing. We had it. We brought in about 200 families from Texas. We brought in about 50 families from New Mexico, and in total we brought in around eight or nine hundred men from New Mexico, single men, and about 200 people from Texas. We recruited with our two 14-passenger buses and we went down the San Joaquin and we recruited about a total of 3,900 workers from all areas.

That is workers, that does not mean people. The families increased that number. We recruited about 3,900 workers from the month of December 1948 through the spring of 1949.

By May of 1949, we had less than 100 of those people left. As I recall the figure, it cost our organization around \$145,000 to carry on that program of the recruiting of domestics under the direction of the department of employment and may I say, also, that in this same operation through the cooperation of Mr. Max Salazan in New Mexico we sat down and examined 1,200 people drawing unemployment in the State of New Mexico who were supposed to have had an agricultural background to get them to accept our jobs in California and we got less than 40 of them to agree to go off the rolls and come to California to work for us.

They would rather stay on in New Mexico on the unemployment rolls rather than to come into California and pick fruit.

We feel the same as that expressed by Mr. Young this morning, and by Mr. Triggs yesterday, if all of these far-reaching benefits and fringe benefits and transportation and all of those things are to be imposed upon agricultural labor that it should be in separate legislation and it should not be made an amendment or a tail tied onto this foreign importation bill. If we have reached the stage in American law and in American industry and in our agricultural pursuits that



we need a law such as the Wagner Act for agricultural labor, it should be a separate bill and not tied on to the Mexican National importation bill as an amendment. That it should have full consideration by your committee, and should have full consideration by the Congress, as that kind of an issue, and not just as an amendment to this importation bill, and it will mean that this same thing will have to filter throughout agricultural labor because, if you started in these intense farming areas that are using these imported workers, which means the British West Indians and the Bahamans as well as the Mexican nationals it has to sift out to where the neighboring farmers have to offer the same thing and it will spread like a disease and it will spread to all of agriculture within a very short time clear across the country, that everyone is going to have to offer the same thing, to get their help because the competition will be such that it will create the same kind of a climate wherever agricultural labor is hired.

It will only be a matter of degree in time as to how long the thing takes to reach from California and Florida to get into Iowa and Indiana but it will get there and get there very soon. We think that should be considered separately and not tied into this bill. We think that it is an attempt to socialize agricultural labor and we should have an opportunity to look at it as that and not as an amendment to this bill.

Again, Mr. Chairman, and your fine committee, I would like to say that I am to the point where I want to emphasize the unanimity in agriculture on this particular piece of legislation, that we are quite proud of the fact that we are all together, starting with the Department of Agriculture and all of the major farm organizations, the users and all segments of agriculture, we are saying to you and your committee, we think that you have introduced a fine bill and that we think that 3822 should be passed without amendment.

Mr. GATHINGS. I want to concur in the words of Mr. Thompson of a moment ago when he said that this testimony is most forthright and about as good as he has heard on the subject. I concur fully with him on that.

Mr. TOLBERT. Thank you.

Mr. GATHINGS. Any questions?

Mr. HAGEN. I want to say for the record, I am not officially a member of this subcommittee but I am interested in this subject.

I want to thank you for complimenting our California spokesman. I would like to clear up certain things for the record.

I do not know or recall that the opposition has been heard on this yet. No. 1, there have been some statements made in the past that you somewhat touched on in reference to lettuce work. There have been diversions of this labor into nonfarm activities. I would appreciate your commenting on that aspect of the problem. For example, this field packing of lettuce. What is that? Was that dictated by a desire to get it done by a lower wage rate or were there other considerations that entered into it? In other words, has there been any attempt to circumvent the policy that this labor shall be used only for agricultural purposes?

Mr. TOLBERT. If I may be permitted, I would like to ask Mr. Lyons, who is representing the vegetable industry, to answer that.

Mr. LYONS. To begin with, in lettuce, the Mexican nationals are used only in the field. They are not used in the packing sheds at all.



There is considerable field pack of lettuce. Mexican nationals are used in that. But it is a field pack the same as there has been field pack of many commodities before. It is an unskilled labor, and a small carton. When the crew goes into the field, they rotate. Part of the crew cuts and part of them pack. And then the ones that packed before will cut and the others pack. It is an unskilled operation.

Mr. HAGEN. That is an innovation in the lettuce industry. What is the reason that was put in, to secure a better product or to get a lower wage rate?

Mr. LYONS. It was done primarily because the buyers demanded a smaller carton and a fresher pack. Where the lettuce is taken into the shed there is more handling, there is more bruising. The lettuce is older when it is packed, and there are fewer wrapper leaves on it. That was the only way it could be done up until recently. Then recently they developed what is called the vacuum cool process which permitted the lettuce to be cooled without ice, and that permitted the lettuce to be packed in the field. As soon as that process developed the buyers in the eastern markets began to go in and demand the field packed lettuce. It was not done as a cost factor at all. In fact, it takes more workers in the field, and the actual cost is about the same in the field as in the shed.

Mr. HAGEN. Even with the differential in per-hour wage?

Mr. LYONS. That is correct, because of the extra number of men that are used.

Mr. TOLBERT. Could I give you a little bit of background on that? I was director up until May, a year ago, director of research for citrus as well as my work in labor for the citrus industry and I worked with this vegetable research organization in developing this carton. We developed that for oranges and lemons as well as for this vacuum cooling system. And, believe me, all of it is not a cheaper operation. That is a fallacy. It just does not pan out that way. We can open our books to you and show you that that is not true. It is because we can deliver a better product, a fresher product faster and in a better container. And at the demand of the purchasing public that we have developed that.

I was in part of the development and that is the reason I can speak on that. The actual operation is not cheaper.

Mr. HAGEN. The necessity of that arises from consumer demand rather than from producer demand, is that right?

Mr. LYONS. That is right.

Mr. HAGEN. What are your going rates for farm labor, that is, ordinary farm labor in these three areas that you come from?

Mr. TOLBERT. In my area all of our picking is done on a piece rate basis, and the piece rate is established from \$1 to \$1.10 per hour. The normal going rates for tractor drivers, and more or less semiskilled type of labor, is around \$1.50 an hour and general field labor is \$1 to \$1.25.

Irrigators run from \$1.25 to \$1.35.

Mr. HAGEN. How about your area?

Mr. SANBORN. In northern California the wage varies according to the area, the local area and the prevailing wage in that particular area from approximately 80 cents per hour for common field labor to 95 cents per hour.

Mr. HAGEN. You are from what town?

Mr. SANBORN. San Francisco.

Mr. HAGEN. Has there been any use of these Mexicans in skills like tractor driving?

Mr. TOLBERT. Wait a minute. You are thinking of the case in Imperial Valley. That was just about 2 months ago. Again it is a case where the exception becomes the rule. There was a small farmer that was using about 5 or 6 Mexicans. They got into a jackpot for a tractor driver for one morning. And he said he could drive it. He put him on it. He had not been on more than an hour and a half. He turned it over and broke his leg and injured himself internally and died about 2 days later.

That has been blazed across the papers that we are all using Mexican nationals for tractor drivers because that happened. It is my understanding that when they did investigate they found that the fellow had been driving the tractor less than an hour and a half or 2 hours. It was not the general practice at all.

Mr. HAGEN. In other words, you have no difficulty getting domestic people to drive tractors?

Mr. TOLBERT. No.

Mr. HAGEN. There is a famous incident that occurred in California which I think occurred in your county and I think it might be well to get that in the record because there was a lot of publicity about it. I think it was last year. It could have been 1953. The department of employment called for workers to pick lemons or oranges over around Santa Paulo. They had a regular riot over there. There were so many people showed up which would seem to indicate there is no shortage of domestic labor. I was wondering what your comment on that was. I have heard statements made that the people got over there and worked an hour or so and left. I was wondering if you can clarify that for the record because it has some indicia there is no shortage of domestic labor if it is recruited properly.

Mr. TOLBERT. I am certainly happy and appreciative to you for bringing that out. And I am quoting now the department of employment records. They have to be approximate figures because I do not have the actual figures here on that incident. But I can say this, they will be correct within 100. May I give just a brief amount of background? We in Ventura County have done everything we possibly could to replace foreign labor. We were actually the largest importers of displaced persons of any organization in the United States. We brought in over 2,500 of them.

We brought in over 2,500 displaced persons to do the job. We still have quite a few of those people left. We applied last year to try out the British West Indian program in California. And it was more or less agreed among all of our organizations that we would be the trial balloon on it. And we ran into a hornets' nest. The unions took after us for all they were worth and they started advertising campaigns and the department of employment of course was put under tremendous pressure. We said send them down to us. If they can produce the domestic workers we will be glad to have them. From the period of January 15 until we actually begin to get Mexican nationals in, which was along in April, we really did not get our crews filled until the first week in May, we had referred to us about 4,100 domestic workers. That 4,100 is the department of employment figures. From here on is our record; back to the department of employ-



ment of the 4,100 referred to us, we had under 600 that actually reported for the job. We had 276 that actually went to work. As of June 1, we had 13 left. They had averaged less than 4 days on the job. We lost in equipment, blankets, picking sacks, clippers, and such as that, that these people went over the hill with and that we had to buy back from the wine shops and such as that where they had hocked them for wine and everything else—we lost about \$18,000 worth of equipment during that period.

Our lemon crop was the second largest lemon crop last spring that we have had in the history of the county, and, as a result of that fiasco of telling us that they could pick our lemons with domestic labor, we were delayed about 60 days in our picking schedule and, as you know, lemons grow 12 months of the year. We have blossoms, young fruit, and mature fruit on the trees 12 months out of the year and we have to stay on a regular picking schedule and we got about 60 days behind the schedule, so far behind that at one time we had over 1,000 cars of lemons being stored outside on platforms because when we finally got labor we had to get them off the trees, it had to be done. We could not leave them on the trees and are supposed to store lemons for a long period in controlled-atmosphere storage houses where we control the humidity and temperature. We were forced to store a thousand cars outside and cover them with canvas and what we lost in the grade and in money is almost impossible to estimate.

Mr. HAGEN. When you say these worker were referred, did they actually show up in Ventura County from other areas?

Mr. TOLBERT. Out of 4,100 we had a little less than 600 that actually showed up. All of the big hullabaloo about the riot and everything else.

Mr. HAGEN. May I interrupt?

When you say they were referred by the farm labor office in Modesto, would you say that they had 200 workers who were registered for farm employment with them, right?

Mr. TOLBERT. No, they would issue a referral card to us in Ventura County.

Mr. HAGEN. Then you would contact the worker?

Mr. TOLBERT. The worker would appear in Ventura County or was supposed to.

Mr. HAGEN. You say there were 4,100?

Mr. TOLBERT. Yes.

Mr. HAGEN. You say a very small percentage actually appeared?

Mr. TOLBERT. Less than 600. There was only 276 of them that went to work. They averaged less than 4 days. By the latter part of the month of June we had 13 of them left.

Mr. HAGEN. I do not want to take up the time of the committee with this. If you would give us a capsule description of how this farm employment service works in California, I would appreciate it. I know they conduct surveys in each local area as to the number of people available, and they have public information programs saying there is employment available in Ventura County, and so forth, which are broadcast in the local area. I wonder whether you could give us a kind of capsule picture of how that works.

Mr. TOLBERT. They have regular advertising systems. They use the newspaper and radio programs; in some of the areas they have



television shows to emphasize the shortages of labor in any particular area or district or industry.

We become No. 1 in Ventura County. Lemons were the No. 1 item on the employment list for that period. We were getting preference in all of the advertising both radio, newspaper, TV, every medium they had of so advertising, asking people to report to their local employment office for referral; and, for instance, they went into your office in Bakersfield, they would report they were lemon pickers, they would like to be referred. They received a card then to the Ventura office. The Ventura office would refer them to one of our 26 packing houses.

When they arrived in Ventura, our packing houses would put them on the crew. Of the 4,100-odd that were reported had been referred to us, and I am not too sure of this figure, but it was something around 1,300 or 1,400 of them actually cleared through the Ventura office, but there was only a little less than 600 of them that actually reported to our packing house for work.

Mr. GATHINGS. 4,100 referred. How many were required?

Mr. TOLBERT. We were needing between 700 and 800 men.

The publicity all came about because the relief boomers, as we call them, passed the word around to all other counties in their grapevine that the relief funds in Ventura county were fat. So grab referral cards, run down there and you can get on the relief rolls. And actually in 1 period of 10 days, the welfare department received more of those referral cards than the department of employment did. The boomers come in and went right straight to the welfare department. They did not go to the department of employment.

So our welfare department wired the Governor and asked him to please stop referring people who would not work to Ventura County.

We had one man and his wife and daughter that came to my office after we had closed and they called my house about 5:30 and I went downtown, tried to find him and I couldn't find him, and the police found them asleep in their car on the street about 2 o'clock that morning. Of course, that got front-page publicity all up and down the State. So far as I know, that was the only instance of any one having to sleep in a car in Ventura County. If they went through the proper procedure and were referred to us, they would have a place to sleep and something to eat.

My own association had a food bill of over \$1,200 in 1 grocery store where we were furnishing these families with food to get them started, and we got a little over \$200 of that back.

Mr. HAGEN. You generally covered the subject of the disappearance of this normal farm labor, but I have some farm labor camps in my district for example, and I am led to believe that actually residents in these camps are people who come out there from various parts of the United States during the Dust Bowl and so forth and they are still engaged in farm labor. I am led to believe that they were unemployed in recent years in the face of the fact that there was Mexican farm labor being imported into those areas.

Mr. TOLBERT. I used to be Administrative Director for the Labor Branch of the War Food Administration and I had those camps under my supervision at one time that are in your district. In fact, I had all of the camps in the San Joaquin Valley. When we had this big recruiting program going on last year, they told me that there was a

tremendous amount of labor up in the camps at Shafter and Arvin and I went up there and interviewed them and much to my surprise ran into 2 or 3 men that were living in those camps when I had them under my supervision 7 or 8 years before. They were not a bit interested in coming down to pick lemons. In fact, they told me that in the Shafter Camp they had 200 people and I went up there and sat there for 4 hours interviewing them and I did not get a man. I paid a charter bus that sat out in front of the camp there for 6 hours. I did not get a man to go out of the camp to go down and pick lemons.

Mr. GATHINGS. We have 5 minutes left. I hope that you can conclude.

Mr. HAGEN. I would like to get certain things in the record.

Mr. GATHINGS. If necessary, we can come back at 2 o'clock.

Mr. TOLBERT. In that same area, they told us that at Fresno, they had 200 men. I took my recruiter up there and we spent 2 days trying to find those 200 men that they were going to recruit for us and never could find them. Again we had buses all lined up and everything else. We were up there 2 days trying to find those 200 men, single men, single Mexicans, they faded out. I said No. 1, we are going to ask the local immigration office in Ventura County to check these men off the bus because we will not hire a wetback. So I said they will all be checked off the bus in Ventura County when they get there. I said how many do you have? He said, I will be back this afternoon. We waited all afternoon and when he did come back the next morning and said he would have some information for us by 4 o'clock. I left that evening and drove on back home. He never did show up.

Mr. HAGEN. Wouldn't the conclusion be reasonable, what farm labor is available now has become stabilized? You do not have this large floating migratory farm labor any more. They are reluctant to go around the country in an old car or something like that?

Mr. TOLBERT. You are right. Most of that migrant stream has been stabilized. The second thing is the real migrant, the real agricultural migrant is not interested in our type of work. Mr. Sanborn and his group of people in their employment are much the same as we are. They have the same difficulty, in that we do not have just a 3 or 4 months' job. Our harvest goes on 12 months out of the year. We can use about 65 to 70 percent of our total labor force 12 months out of the year and we need the other 35 percent for about 8 to 9 months out of the year. When you take the real old honest-to-gosh farm labor migrant, he says, well, how long does your harvest last? We say it lasts from now on, 12 months a year. He says, I do not want your job. He moves. He wants to move. As I said a while ago, we have housing for about 3,200 families in our county. We have 4 or 5 hundred families that move in with us every winter and winter with us because it is nice weather there and they can pick lemons with us. Just as we reach the peak of the harvest, in March or early April, the cherries and the other work begins to come on in other States and they move out and they are gone. By summer we have 6 or 7 hundred vacant family houses every summer.

Mr. HAGEN. You are then associated with the California Farm Labor Association?

Mr. TOLBERT. That association comprises the Foreign Workers Users in southern California.



Mr. HAGEN. You are generally familiar with the labor picture all over the State?

Mr. TOLBERT. Somewhat.

Mr. HAGEN. It is my personal impression although I may be wrong with my facts, in recent years following the war for example in picking cotton, and chopping cotton, the farmers in my area at least, had large numbers of workers, we will say, from Richmond, who were displaced by the shipyards closing down as a matter of fact, these farm labor contractors go as far back as Arkansas, and some of these Western States and bring cottonpickers all the way from there.

Mr. GATHINGS. That is the reason we have not been able to get enough in the State of Arkansas. You fellows are getting them.

Mr. HAGEN. Which would seem to indicate there might be a source of domestic labor available. If it is—I recognize there are some complaints in here from the farmers about the quality of these workers.

Mr. GATHINGS. Not the Arkansas workers.

Mr. HAGEN. I mean the displaced shipyard workers. I wondered if you had any comment on how long they stayed and what the quality of their work was?

Mr. TOLBERT. I think the best example I can give you is if you will recall a year ago January or February we had a pretty heavy snow on the Maricopa, in that district and they shut down all of those oil wells up there and told the boys they would not be working for 3 weeks. So I had about 150 oilfield workers descend on one of my camps down there. Single-man camps that we had set up for domestic workers, and the oilfield workers, I think there were about 10 of them actually drew a picking sack and by the first night, I did not have one of them left. They all went back and sat down and waited until the oilfields opened up.

Mr. GATHINGS. Any further questions?

Mr. HAGEN. I believe that is all.

Mr. McINTIRE. I am not a member of this subcommittee but I am very much interested in this legislation. I certainly want to compliment the witness for the excellent statement he has made in giving us a brief background of this whole problem of farm labor as it has progressed down through the years.

Mr. TOLBERT. Thank you.

Mr. McINTIRE. I think you made an excellent presentation. You made reference to a point which had seemed to me a part of the picture, that is, we have very properly built in to our employment structure certain safeguards against unemployment and the problem which unemployment creates. Is it your thought that the rather older established situation wherein we have seasonal unemployment in urban and industrial areas and seasonal employment in farm areas, that that movement of folk from the urban and industrial areas has considerably lessened and that we do not have the movement, even within certain rather limited areas, of folks who are seeking employment in agriculture for a short period of time.

Mr. TOLBERT. Right. Another thing that complicates that same problem is that traditionally industry and agriculture have about the same peaks. In other words, the peak production in industry is normally reached in September and likewise the peak production in agriculture is reached in September. That complicates that same situation.



Mr. GATHINGS. Thank you so much. We appreciate your testimony.

Mr. TOLBERT. Thank you and your committee.

Mr. GATHINGS. We are proud indeed to have Mr. Bob Poage who is the vice chairman of the Committee on Agriculture hearing this testimony. Would you like to ask some questions?

Mr. POAGE. No, thank you.

Mr. GATHINGS. The committee will stand adjourned until 2 o'clock.

(At 12:15 p. m. the committee recessed until 2 p. m.)

#### AFTERNOON SESSION

Mr. GATHINGS. The committee will come to order.

I understand that Mr. Richard Blake of the Colorado Sugar Beet Association is not going to appear today. So that leaves Mr. Max Henderson and Miss Louise Stitt on this list that has been submitted to me. Mr. Henderson is our next witness.

#### STATEMENT OF MAX HENDERSON, MICHIGAN FARM LABOR ASSOCIATION

Mr. HENDERSON. I have a prepared statement which I think has been distributed to you or will be. And I would prefer if you agree, to read that and then submit to any questions that you might have.

I am most appreciative of the opportunity to present the views of the members of my organization on H. R. 3822.

Michigan Field Crops, Inc., of which I am the executive secretary, is an organization of farmers within the State of Michigan formed for the performance of service within its membership in matters of the procurement and handling of fieldworkers. It is a nonprofit organization whose purpose is mutual assistance among farmers and greater efficiency in the employment of workers. About 15,000 individual farmers are represented.

The crops involved in our organization are snap beans and other canning crops, sugar beets, pickles, and some fruit.

The customary procedure is to pass supplies of labor from one crop to another, thus eliminating duplication of recruiting effort and furnishing to the worker a more nearly continuous chain of employment in our State from May to October, minimizing for him wasted time and effort in searching out employment.

Michigan's agriculture is important to the economics of the State. There are required during peak harvest periods about 75,000 seasonal workers. For reasons of climate, work cannot be provided this large group during the winter months. Therefore, migratory labor patterns have developed. Michigan is highly industrialized and the permanent labor force of the State is for the most part engaged in industrial employment. Periods of industrial unemployment in our cities do not in any way furnish a practical answer to our farm-labor needs. Unemployed industrial workers are neither capable nor willing to move into the agricultural areas when unemployed in the cities. Should they do so, they would quickly return to industrial jobs when offered even though they be in the middle of a harvest period.

For this reason the historical source of seasonal workers in our area have been the Southern States. The particular group of farmers I represent has a need for approximately 20,000 workers each year.

Traditionally they come from the State of Texas and are of Latin-American extraction. Their annual employment cycle begins with the harvesting of citrus fruits in the Rio Grande Valley of Texas. This is followed by vegetable work, such as onions in that State, after which they proceed to Michigan to enter our chain of employment. In October they move south to Indiana for tomato picking, following this by a stop in the Mississippi Delta area for cotton picking. When this is completed, they return to the Rio Grande Valley and begin the cycle all over again.

Our organization maintains a permanent recruiting agency and employment service in the State of Texas. Every effort is made to use all of the qualified and willing workers available. However, beginning about the time of World War II our source of domestic labor has been diminishing. The Armed Forces and the industries serving the Armed Forces have attracted more and more people from agricultural labor supplies.

Our only salvation to date has been the emergency farm labor program which has made possible for us the use of Mexican nationals to supplement our domestic supply. The Mexican national is for us a very expensive worker. The location of Michigan at a considerable distance from the nearest recruiting point presents a real transportation-cost problem. El Paso, Tex., where these men are contracted by us lies at such a distance from Michigan that the ordinary means of transporting by bus or truck are not practicable. It is, therefore, necessary to move these men this great distance by air. In 1954 it was necessary to so employ about 3,200 Mexican nationals at several times the expense incurred by the employment of domestics.

I should like to recommend the extension of the Mexican farm-labor program as proposed in H. R. 3822, without amendment. Particularly disturbing to my membership is the proposed amendment to H. R. 3822, which would require the offering to domestic workers not only of wages and hours of work comparable to those offered foreign workers but also offering them transportation, housing, and insurance benefits comparable to those provided foreign workers. The reasons for our position may not be obvious on the surface. I, therefore, feel it proper for us to take enough time to briefly explain this position.

1. Many of the provisions of the contract with the Mexican worker were included therein because of pressure procedures on the part of the Mexican Government during crop emergencies in past years. They are not brought about as a result of free bargaining by employers. As such they are in many cases in excess of conditions of employment which have ever existed or prevailed for domestic workers in the Great Lakes area. To require employers now to furnish identical conditions would in effect make the Mexican Government the bargaining agent for the domestic workers.

The provisions of which I spoke were all included over the protest of farmer employers who were eventually in each case forced to acquiesce to the adamant position of the Mexican Government at a time when crops stood in danger of being completely lost.

2. It is also well to remember that the two classes of workers here discussed are not identical nor are their problems similar. The Mexican national labor force is composed of adult male workers who must pass a physical examination conducted by the United States Public



Health Service before they are accepted for employment. This makes the problem of health insurance fairly simple.

Our domestic workers, on the other hand, are largely represented by family groups composed of men, women, and children, many of whom are nonworkers. There is no practical method of medical examination. To attempt to cover this group with medical insurance, covering transportation in their own vehicles en route from employment offices in Texas to Michigan, children's and women's diseases, would be well nigh impossible and prohibitive as to cost.

The Mexican national has a wife and his children in a foreign country and is prohibited by the terms of his contract from freely moving about and selecting his own employment. He must have sufficient work guaranteed to provide him with reasonable assurance that he will have funds to remit to a family to provide for their living during his absence.

The domestic worker in our area has his family with him. He is in his own country. He has all the rights of bargaining and job selection that any American worker enjoys. He is free to leave his employment and break his contract the day after arrival in Michigan if he so chooses. It seems to us that any attempt to consider the problems of these two groups as parallel can arise only through a lack of knowledge of the practical differences between them.

The State of Michigan is becoming increasingly concerned with the rights of seasonal workers while in the State. In March 1952 Gov. G. Mennen Williams appointed a study commission with broad representation from organized labor, the various State departments of health, education, welfare, and others concerned, religious groups, employers, and many other interests. In September of 1954 this commission completed a 2-year study of the entire problem of seasonal workers. It published a résumé of its findings in a booklet entitled "Migrants in Michigan." With the permission of the chairman, I ask to be allowed to incorporate this report as part of my statement. It will serve, I am sure, to demonstrate the concern of the general public in our State for the position of the domestic worker.

I have two copies here if you care to accept it as part of the statement.

Mr. GATHINGS. Without objection, it will be placed in the files of the committee for the further study of the members.

(The booklet Migrants in Michigan is filed with the Committee on Agriculture.)

Mr. HENDERSON. I therefore repeat that it is the unanimous belief of the people I represent that H. R. 3822 should be enacted without amendment.

Let me also repeat my appreciation for the opportunity of appearing before your committee.

Mr. GATHINGS. Thank you so much. You have brought to us some new slants that had not been presented before. There is very little, if any, repetition of other testimony in your statement.

I now refer to page 2 of your statement. If the proposed amendment that was presented by the Department of Labor were to be written into this bill, that it would really mean that the Mexican Government would be the bargaining agent for our domestic worker. That point has never been brought out before and many others in connection with this same amendment.



You have given us some very comprehensive facts, particularly with regard to the family groups that would have to be involved in the insurance coverage at a highly prohibitive cost.

That is for the medical examination and various other phases of this problem. That should be given consideration by the committee before casting a vote on that amendment.

Mr. McINTIRE. I would like to make reference, Mr. Henderson, to page 1 of your statement. In the third paragraph you make reference to the fact that there is a problem of unemployed persons in industrial areas being available to the farmers at the time of the farm need. The previous witness this morning had some figures illustrating the situation in California. Do you have out of your studies some figures that might support this statement that could be made a part of the record?

Mr. HENDERSON. No, sir; I do not, for the reason there has in recent years been absolutely no case of being able to secure any labor in that point. In our cities and in the cities of the particular area of the State in which we operate that would include the automobile cities—Detroit, Pontiac, Flint, Saginaw—people there are geared to the automobile industry.

We maintain constantly with the employment service and through our own recruitment procedures, and very frankly for the sake of the record, because we have no hope of procuring labor, we maintain a constant order and constant effort in those cities to see if agricultural labor cannot be obtained. It is true that we have often seen in the public press and otherwise, statements deploring the fact that out-of-State workers are brought in when Detroit happens to be shut down for a model change or retooling, and we know from experience of having tried even during those periods to get anybody to come out into agriculture, that they just not only are not interested, but would be against their own interest to do so. They want to be at home. It is their home. They are not migrant people. They own or maintain or rent a home in the city of Detroit. They want to be there when their employer calls up or announces over the radio, report on the first shift tomorrow morning. They also are maintained of course, through unemployment compensation insurance during that period.

There is no economic pressure to go. It is also true that they will tell you that if they did go, and the call went out to return to work, they would have to come back.

And they could not jeopardize their seniority and other rights by staying up there through a peach harvest or something else just to keep the employer off the hook.

So while we do maintain constant orders and requests and our own recruiting agencies for that purpose, they do not produce any workers. That has not always been true in Michigan. We used to have in Michigan a considerable number of local domestics who were part-time something else and now they have disappeared. We have no success any more with local recruitment.

Mr. McINTIRE. This legislation pertains particularly to Mexican nationals.

Mr. HENDERSON. That is correct.

Mr. McINTIRE. Do you receive some of your labor needs from Canada? Is there something of a flow from the north to meet any of the agricultural needs in Michigan?

Mr. HENDERSON. No, sir. There is almost none. There is a small group of Indians on Walpole Island in St. Clair River, who have in past years come over to do short-time agricultural jobs. There may be a dozen or so of those people still coming. But it is no real answer to the problem. Outside of that I know of no migration in our part of the country such as they have in the New England States of agricultural people.

Canada itself in our area is worker hungry. They have a Government program bringing in large numbers of displaced people from Europe which contrary to our position they hope to keep there as permanent residents. They work on these agricultural jobs for a year or 2 or 3 years and then the Government attempts to move them west into the grain areas of the far western part of Canada, and establish them as permanent residents.

They are population hungry where we are not.

Mr. McINTIRE. So you have a very direct interest in labor supplies which may be moving north and no other alternative for a supply?

Mr. HENDERSON. That is correct. We have tried, I guess, every part of the country and Jamaica and Puerto Rico and the Southern States and for many reasons, the only part of the area that we can really bank upon getting any domestics from seems to be the State of Texas. We have a 40-year history of recruitment in Texas.

To the extent that we cannot get satisfactory workers, and I think I have indicated that it is far more expensive to get nationals, but without those few nationals that we need, 3,200 last year out of 20,000 and we would be crippled to that extent.

Mr. GATHINGS. You gave a very good explanation of the industrial picture in and around Detroit in answer to a question from Mr. McIntire. Let me ask you this, Isn't there quite a different standard of living when you consider a person who would gather snap beans and help you to harvest them, than a person who works in the Ford plant?

Mr. HENDERSON. Why, absolutely. There just is not any real comparison of the standard of living of the two groups of people. If we get any, have any bites, to our recruitment out of Detroit, it is from the skid row people around Howard Street and down around Fourth Street in Detroit who for some reason cannot see where the next meal is coming from and if we have a bus down there that morning at an employment agency why, maybe this is worth a try. Our experience with those people is very similar to that Mr. Tolbert expressed this morning as to the fact that these usually stay overnight and disappear with the blankets and cooking utensils before morning.

Mr. GATHINGS. You have made a very excellent case for the need for continuation of this program. Inasmuch as you brought out forcefully the argument that you are paying in Michigan several times the actual cost than would be true if you used domestic labor and that you cover the area very thoroughly before you resort to bringing up these Mexicans by air, right?

Mr. HENDERSON. I think I can be more specific than that. In fact, our cost figures for 1954 on the recruitment of people from Texas, domestics from Texas, was \$37 per worker.

And on Mexican nationals \$110 per worker.

Mr. GATHINGS. How much does it cost for a ticket by air?



Mr. HENDERSON. Of course we do not buy tickets. We actually charter airplanes and move them. Our cost last year was \$53 one way. We do attempt to cut that cost, and our \$110 cost does not represent the potential in this thing. We did not return all of these people to Mexico. We worked very hard with the cotton people in the Delta, your own State, and others, in an attempt to—in October when the onion picking is coming on in Arkansas and Mississippi—work out a new contract, where the worker is willing, between your people and our Mexican nationals in which case he is picked up by your people in Michigan under a new contract, then your employer takes on the burden of returning him to Mexico, but he also relieves himself of the burden of going clear to Mexico to get him in the first place. So that it is a good thing for the worker who wants a longer employment.

It is a good thing for the people of Arkansas and Mississippi because it cuts their transportation costs.

Mr. GATHINGS. It worked very well.

Mr. HENDERSON. Yes.

Mr. GATHINGS. We are proud to have had a part in it.

Mr. HENDERSON. I think last year we were successful in working out a satisfactory arrangement for about two-thirds of that 3,200. Two-thirds of them went to Harry Adams and the boys in that area.

Mr. GATHINGS. There are no further questions. Do you have any further statement?

Mr. HENDERSON. No. I believe not.

Mr. GATHINGS. Thank you.

Mr. HENDERSON. Thank you so much.

Mr. GATHINGS. Is Mr. Yost present?

Mr. YOST. I will not give any testimony. Mine was included in Mr. Tolbert's statement.

Mr. GATHINGS. Miss Louise Stitt, of the National Consumers League.

**STATEMENT OF ELIZABETH S. MAGEE, GENERAL SECRETARY OF  
THE NATIONAL CONSUMERS LEAGUE, PRESENTED BY LOUISE  
STITT, MEMBER, BOARD OF DIRECTORS**

Mr. GATHINGS. We are delighted to have you with us.

Miss STITT. Miss Magee is our executive secretary and she prepared the statement. Our office is in Cleveland, and I am a board member who lives here so I am giving the statement for Miss Magee.

The National Consumers League was founded over 50 years ago for the purpose of enlisting consumers' interest in their responsibility for the conditions under which goods are produced and distributed and through investigation, education, and legislation to promote fair labor standards. Our concern with the migrant workers goes back to 1906 when an investigation was made of these workers who came from Pennsylvania cities to southern New Jersey to work on farms and in canneries.

Branches of the league, particularly in New Jersey, New York, Michigan, and Ohio have given considerable time and attention to the problems connected with the increasing use of migratory labor in American agriculture.



We are grateful for the opportunity to appear before you today to present our views in regard to the renewal of the legislation permitting Mexican contract labor. We are opposed to making Public Law 78 permanent. We believe that the extension of the plan should be on a temporary basis either for 1 or 2 years, and that in the meantime Government efforts should be directed toward reducing the number of Mexican laborers brought into the country and to developing better utilization of American laborers.

At the time House Joint Resolution 355 was before the Congress last year Representative Vorys, of Ohio, in explaining his vote against the resolution said:

I am concerned to see that this policy of bringing in Mexicans and others to do American stoop labor which was originally a war-emergency measure, is becoming a fixed part of our economy, and in this bill is being broadened. \* \* \* It is said that Americans are unwilling to do this work. If we spent money organizing and recruiting and transporting Americans, I believe we could get the numbers to raise the crops we really need. Instead we seem to have drifted into a situation where certain segments of our agriculture are developing vested rights in foreign labor (Congressional Record for March 2, 1954, p. 2382).

We agree with Congressman Vorys. We believe that the importation of Mexican workers in such substantial numbers displaces American workers and depresses their conditions of employment.

The Texas Employment Commission in a release under date of February 14, 1955, states that the total migration of agricultural labor from Texas to other States in 1954 was estimated at 67,507 persons, including more than 6,000 families.

I am sorry that I haven't enough for all of the members but I will hand those in with my testimony.

(Charts A, B, C, and D are as follows:)

CHART A

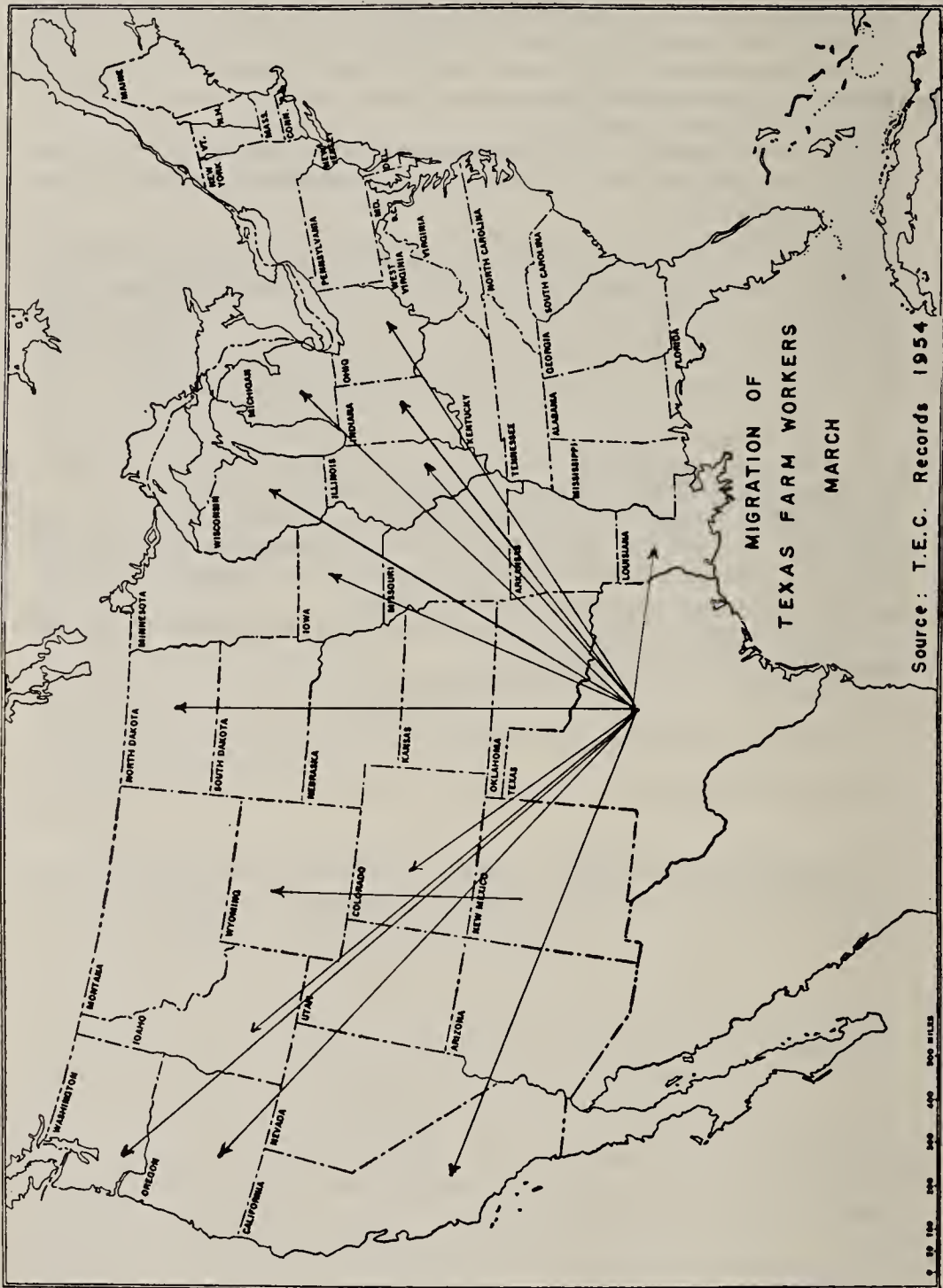


CHART B

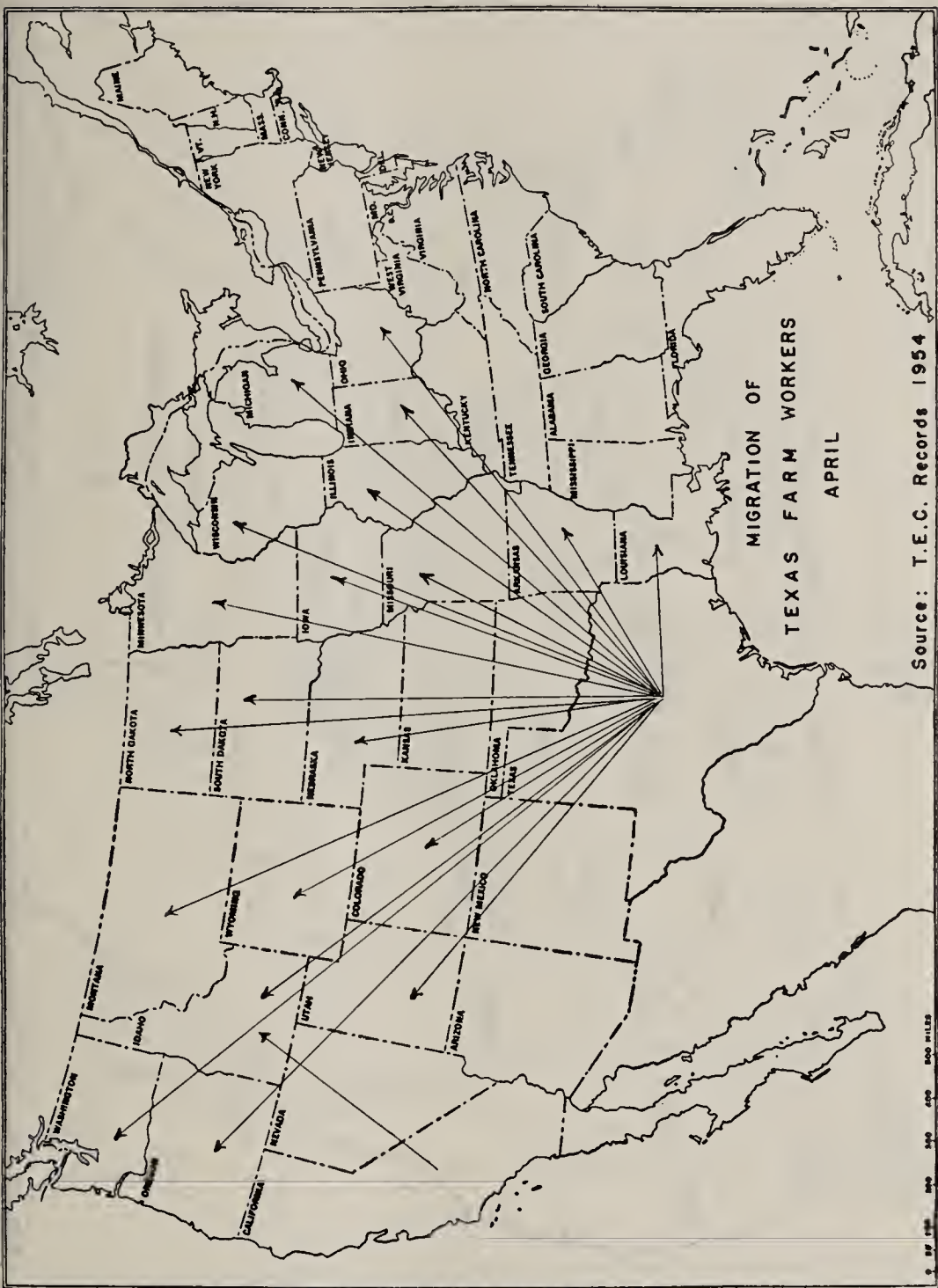




CHART C

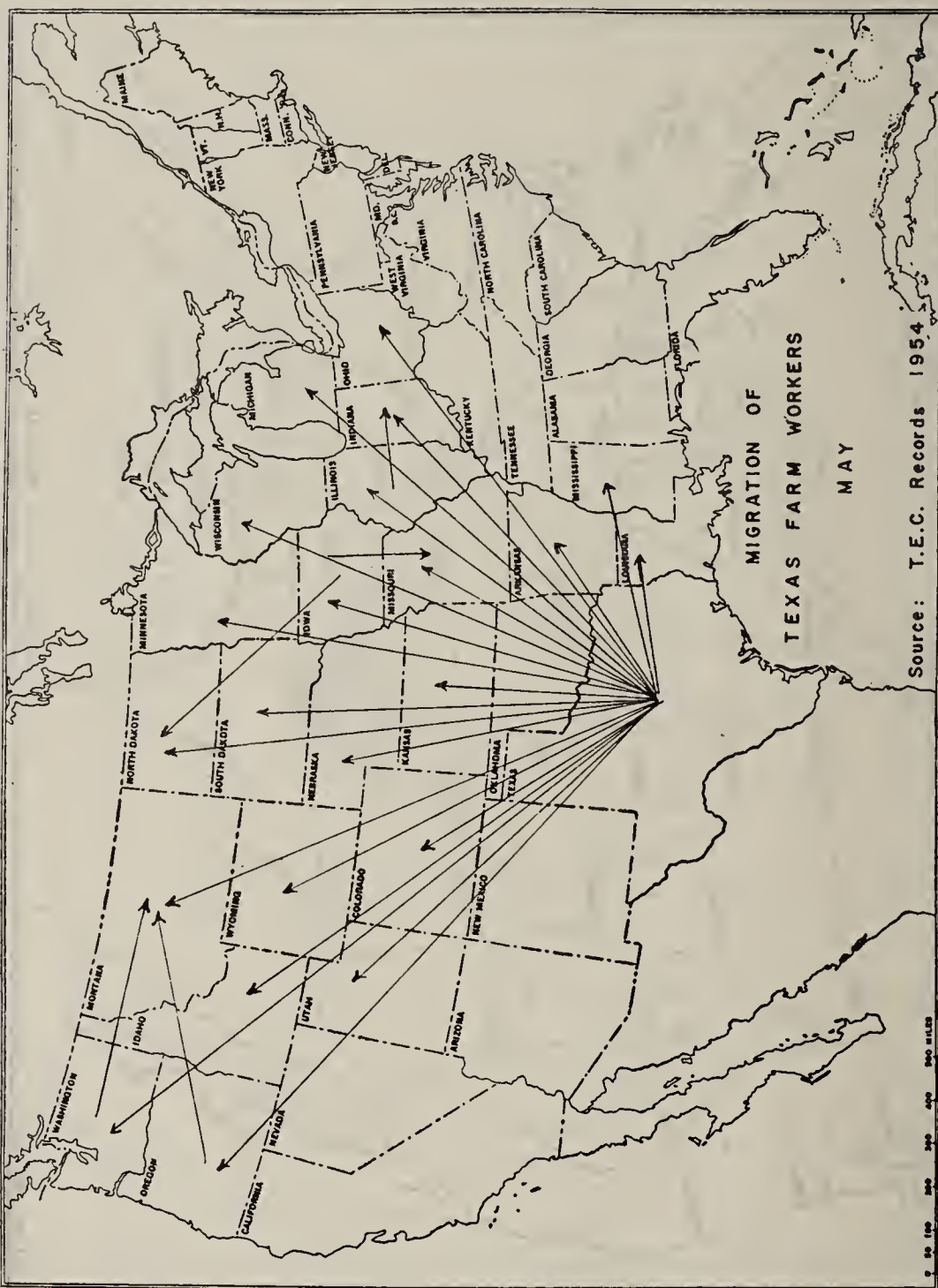
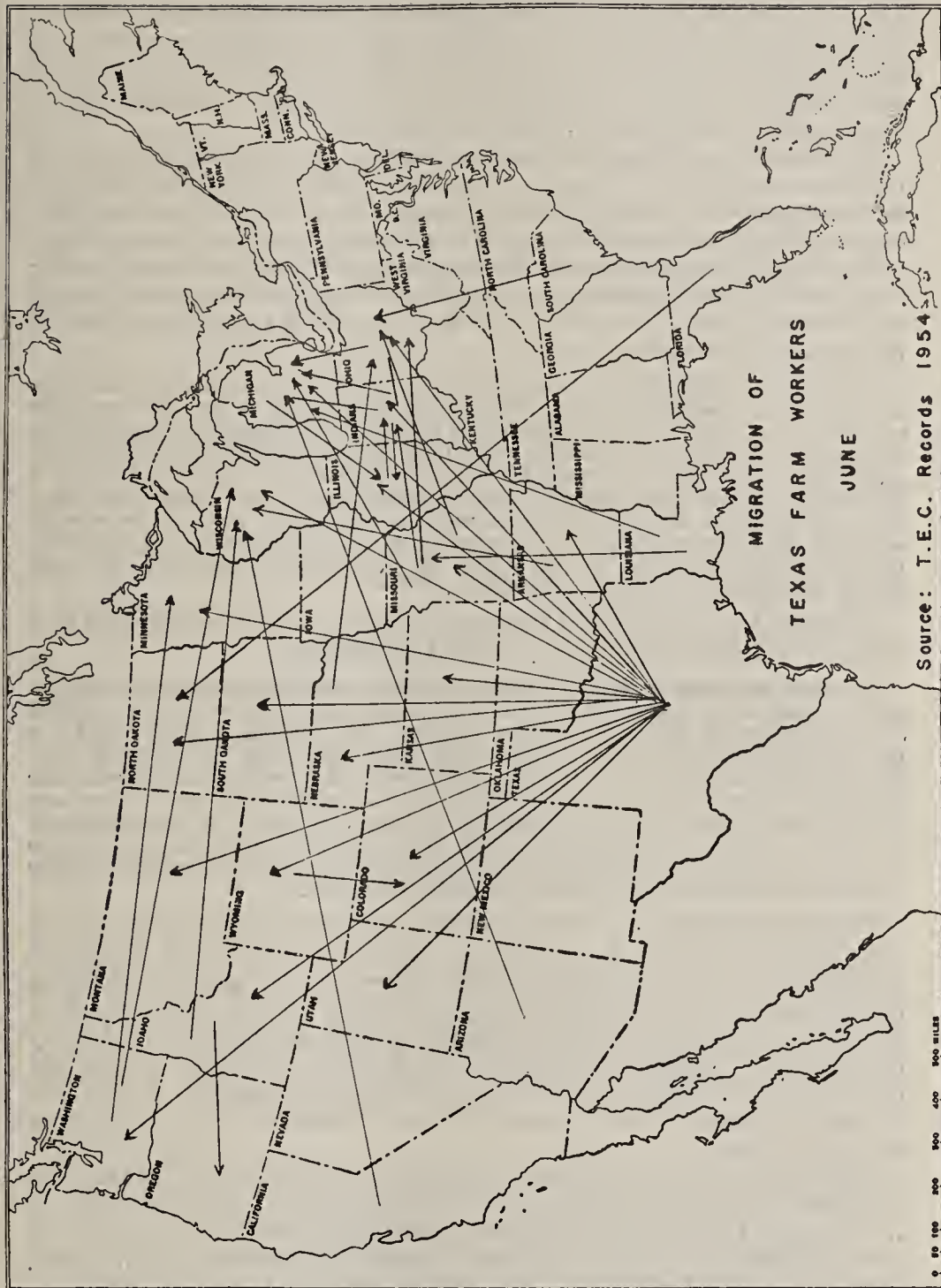


CHART D



MIGRATION OF  
TEXAS FARM WORKERS  
JUNE

Source: T.E.C. Records 1954

Miss STITT. The attached maps illustrate this migration. We think it is significant that during the same summer when more than 67,000 persons were leaving Texas to do agricultural work, over 150,000 Mexican workers were contracted for employment in Texas. This movement creates many problems for the migrant workers, and also presents difficulties for the communities into which they go. It seems obvious that one of the reasons for the large migration out of Texas is the competition of Mexican workers.

Testimony has frequently been presented from migrants found in northern agricultural areas to the effect that the Mexican contract workers and the wetbacks have brought the wages so low that they cannot afford to stay at home in Texas to work and must migrate.

We would like to commend for your consideration the recommendation made by the Federal Advisory Council on Employment Security at its meeting on November 17, 1954, to the effect that Public Law 78 be amended as follows:

SEC. 501. For the purpose of assisting in such production of agricultural commodities and products as the Secretary of Agriculture deems necessary by supplying agricultural workers from the Republic of Mexico—pursuant to arrangements between the United States and the Republic of Mexico or after every practicable effort has been made by the United States to negotiate and reach agreement on such arrangements—when domestic labor *is not available at wage rates not less than those prevailing for work at comparable skills in the area in sufficient numbers within a labor market area as determined by the Secretary of Labor, the Secretary is authorized as an emergency measure to apply during such shortage of domestic workers.* \* \* \*

The part that is italicized is the amendment that we recommend and which was proposed by the Advisory Committee.

SEC. 503. No workers recruited under this title shall be available for employment in any area unless the Secretary of Labor has determined and certified that (1) sufficient domestic workers who are able, willing, and qualified are not available at wage rates not less than those prevailing for work at comparable skills in the area at the time and place needed to perform the work for which such workers are to be employed, (2) the employment of such workers will not adversely affect the wages and working conditions of domestic agricultural workers similarly employed, and (3) reasonable efforts have been made to attract domestic workers for such employment at wages and standard hours of work comparable to those offered to foreign workers.

We believe that the present procedure for determining shortage of workers leaves much to be desired. It is not possible to determine availability of labor supply without reference to wages and working conditions. If a store or factory should open up and offer a wage of 25 cents an hour it would be difficult to find a labor supply in any community. Some of the agricultural labor shortages would not exist if higher wages were offered. We believe that the above provisions proposed by the Federal Advisory Council would strengthen the procedures.

We believe that the annual work plan which is being operated by the Farm Placement Service is a valuable tool in promoting better utilization of our American agricultural labor force. Obviously it is more difficult to administer in some parts of the country than in others. But it is an effort which we hope will be continued and adequately financed, since this is one way of providing more steady income for agricultural labor, and reducing unnecessary migrancy.

In addition to that, we believe that it is very important that consideration be given to the way in which minimum wage protection



can be provided for agricultural workers. This is the only group of American workers for whom no machinery of Government exists to prevent the use of wage cutting as a competitive device.

Under our Federal Fair Standards Wages Act, we protect most of the workers against wage cutting who are engaged in interstate commerce. Many of our States, including the States of many of you gentlemen who are representatives here, have minimum wage laws which protect wages through minimum wage legislation for intrastate workers. But none of our minimum wage laws applies to agricultural workers.

Minimum wage for agriculture could be provided through a separate Federal act or as an amendment to the Fair Labor Standards Act. This, in our opinion, is one of the constructive steps which should be taken soon, and which would do much to raise the standard of living in rural America.

That is the end of the statement that Miss Magee sent me. I am impelled to make a few more remarks in view of the testimony that I heard this morning. I hope that I may have just about 5 more minutes, Mr. Chairman, in which to do that.

Mr. GATHINGS. Yes; go right ahead.

Miss STITT. Our primary concern in this whole matter is not whether Mexicans come or whether they do not. Our concern is the well-being of the thousands of American agricultural workers who are forced by the conditions that were described this morning to become migratory.

We feel that the very act of workers migrating with their families is unwholesome. If migration cannot be avoided, completely, then at least it should not be accentuated by the competition of Mexican workers who are being brought in by the hundreds of thousands.

Every time they come into Texas and Arkansas, the Texans and Arkansas workers leave Texas and Arkansas and go some place else, up to Michigan and Ohio to work. We believe that if no Mexican workers were imported until it is found that not enough American workers are available at wages at least as high as those that we recommend and will support by legislation for the Mexicans—

Mr. GATHINGS. Would you suffer an interruption right there?

Did you hear some of the testimony here? Were you here practically all of the morning?

Miss STITT. Yes; I was. May I say right here, I said at the beginning that I am not arguing that we do not need some Mexican workers. I am arguing that we possibly could reduce the migration from your State, for example, if you would use all of the available American workers in your State, who go from your State up to some other State while you are using Mexican nationals. That is one of the points that I am making.

Mr. GATHINGS. How long would it take to get them out on the farm to do this work? Some testimony was presented this morning to the effect, for example, that certain crops needed the labor in a hurry. Representative Gubser testified this morning; did you hear him?

Miss STITT. Yes; I heard several people testify this morning.

Mr. GATHINGS. And he made the statement that it was a matter of needing that labor within the hour and that the way the system is now working, they can get the labor in from Mexico in 48 hours.

MISS STITT. I would like to ask; does it take longer to get them from some place in Arkansas to the farm than it does to get them up from Mexico?

MR. GATHINGS. I wish to say to you, that——

MISS STITT. Or Texas.

MR. GATHINGS. The people that have left Arkansas, have not done so on account of the fact that for short periods of time we have had some Mexicans come in there to help chop out our cotton crop and also to pick our cotton.

I think that it is a misapprehension that we have lost population by virtue of the fact that for 60 days in the year we obtained some labor from Mexico.

MISS STITT. Let us go back to Texas; maybe that would be better.

In my prepared testimony, I say that 67,000 left Texas during the same summer that 150,000 Mexicans were imported to Texas. My State is Ohio. Our national offices are in Ohio. We work with these people that come up from the South. I am not talking about what I have read in books. Our workers there go out into the fields. They talk to these people. Why did the workers come to Ohio? They come because of the competition of the Mexican worker in their home area.

My point is that anything that can be done to reduce the necessity for migratory workers is the thing that we are supporting. I wish I had time and the ability to describe the lives of migratory workingmen's families and their children. Some of their children grow to be 11, 12 years old without the reading knowledge that your children or my children would have at the end of the first grade in school. They have never stayed in one place long enough to get an education. They live in hovels. No health facilities are available to them. Public health in the community where these families are temporarily living would not take care of these children or their mothers, because they do not belong to the community. That is the worst part of the whole thing. They do not belong to a community. They do not know the first thing about what it means to play with the little boy next door. They have no experience in being a part of a neighborhood or a school community.

We are trying through private agencies and private cooperation to correct some of those things. That is not the job of the Agriculture Committee, but I am trying to tell you about the conditions that we know.

Therefore, anything that tends to increase the necessity for migratory workers, agricultural workers, we deplore. For that reason we are asking that this law not be extended indefinitely.

I did not have the opportunity to hear the Secretary of Labor talk yesterday morning but yesterday afternoon I did read his testimony. He recommends that the law be extended for 4 years. We say 2 years. I read his reasons with great interest. As I understand them, he believes in 4 years agricultural techniques may change enormously. By that time we may not need so much stoop labor. Moreover, the Department of Labor, in that time, may have perfected their methods of recruiting agricultural labor.

The Secretary also recommended that Public Law 78 be amended to extend the working conditions and fringe benefits offered to Mexican workers to our own American workers.



I wondered when I heard some of the testimony this morning about the migrant workers, our good American workers whose children are going to be the future citizens of the United States. Are we going to pay their transportation costs from where they live to some place up north to pick something or other?

Are we going to pay their doctor bills and nursing bills, whatever is required, if they get sick on the way, as we are going to do for the Mexicans?

I am glad we are going to do it for the Mexicans. Are we going to assure them good housing when they get to their destinations, as we are going to do for the Mexicans? If we are going to do that for anybody; why don't we do it for our own people?

In other words, I have two points:

Don't let us increase the necessity for domestic migration, and all the evils that accompany it, through the competition of hundreds and thousands of Mexican workers coming into the United States. Second, if the modern methods of agriculture are what they are and we must have migrants, whether they are native Americans or Mexicans, let us give them a decent wage, let us provide proper housing, education, and health facilities, let us pay their transportation, and let us do it for all of them.

I am presenting a point of view not only of my own organization but of many well-organized women's groups and welfare groups in this country who are struggling to solve this problem of migrant labor. All we are asking of you as members of the Agricultural Committee is to do your small share toward correcting this situation by not making Public Law 78 permanent. Give the Department of Labor an opportunity to work out the techniques of recruitment, to experiment with higher working and living standards for American agricultural workers, and let us see what happens.

Please give to the American worker who belongs to us, whose children are going to be our future citizens, the same economic and social advantages that you are voluntarily giving to the Mexican worker.

I thank you.

Mr. GATHINGS. Just a minute please. Mr. McIntire wanted to ask a question. If you are not in too big a hurry, Mr. Patteson is here and he has another meeting. And then it might be that several of us would like to get your views a little further. If you are not in too big a hurry we would like to have you—if you would permit Mr. Patteson to testify and give us the benefit of his views and then we would like to ask you some questions; would you mind?

Mr. Patteson broke away from another meeting to come here in view of that fact. If you do not mind.

Miss STITT. I appreciate your letting me talk to you. I will be glad to wait.

Mr. GATHINGS. We are delighted to have your statement, Miss Stitt. This is Mr. Allan Patteson, from the State of Arkansas, residing in Jonesboro, Ark., in the district that I am privileged to serve, and I might say that Mr. Patteson is a former president of the Agricultural Council of Arkansas and he is representing that organization before us today.

We will be glad to hear from you, Mr. Patteson.



## STATEMENT OF ALLAN PATTESON, AGRICULTURAL COUNCIL OF ARKANSAS

Mr. PATTESON. This statement is made in behalf of the Agricultural Council of Arkansas whose members represent a large majority of the users of Mexican national agricultural labor in the State of Arkansas.

First, we would like to say that the Mexican national farm-labor program is operating in our State the best it ever has. During the past season we received with less redtape better and more experienced workers when we needed them. It is also our opinion that the State employment security office did everything they knew how to obtain both intrastate and interstate domestic agricultural workers.

In fact, last fall when cotton started to open early, producers became alarmed at the delay in securing Mexican workers due to the all-out effort being made by the State office to first secure domestic labor. Enough farm labor is just not available and probably never will be again. Many have moved off the farms and taken steady work in the cities and many more have moved out of the State to industrial areas. It is also our experience that the type of temporary agricultural worker now being received on a day-haul basis from the cities and suburban areas does not compare with that of past years.

There are many old people and women and children, many of whom are employed as domestic help and who either cannot or will not put in a full day picking cotton for an entire week at a time. And, as most members of this committee know, when cotton opens it must be picked at once or run the chance of loss in grade and value due to the elements.

It would be disastrous to farmers in Arkansas and to many other States if anything should adversely affect the Mexican national farm labor program. Although the past two seasons have been, due to dry weather, favorable to the use of cotton-picking machines and many more were purchased, only a small percentage of the crop in our State is harvested by this method. And if you should happen to have a wet harvesting season the ones now on hand could not be operated in our muddy fields.

The time may come, and we hope it will, when cotton-picking machines will be lightened and so designed that the producer will be assured of reasonable continuous operation in our area which normally has a high rainfall.

Cotton producers are just as anxious as anyone to eliminate hand-picking of cotton and especially dependence on imported labor which is expensive. The cotton farmer is faced with continuing increased cost of everything he buys, lower income due to reduction in planted acres and the realization that in all probability additional price concessions will have to be made in order to retain an equitable share of domestic and foreign markets. It is also our opinion that the prosperity of the Nation is tied in very closely with that of agriculture.

We most heartily commend and support H. R. 3822 to extend Public Law 78 as amended. This legislation was approved and recommended by the National Farm Labor Users' Committee and the 48-man Special Farm Labor Advisory Committee of the Department of Labor.

As you are aware, the smooth functioning and efficient operation of this program has been seriously interfered with in the past due to expiration of authorizing legislation which does not coincide with the fiscal year. It was necessary to notify administrative personnel that their services could not be continued and preliminary steps made to discontinue the program as appropriations could not be authorized beyond the expiration date of the law. As you can visualize, neither the United States Employment Service or the employers can make many plans with any degree of certainty under the circumstances. It is enough to panic agricultural workers and it does. In our opinion the law should be extended indefinitely as Mexican national agricultural workers cannot be obtained unless certification is made by the Department of labor that needed domestic workers are not available.

We should also like to point out that Arkansas is the third largest user of Mexican labor. The record shows that some 24 States contracted for 309,033 workers in 1954 of which Arkansas employers contracted for 22,668.

In 1953 a total of 201,380 Mexican agricultural workers were contracted in 378 counties located in 28 States. The increase in the number of Mexican workers contracted in 1954 is a result of tightening of United States immigration control over illegal entry into the United States and in 1954 drive to deport illegals already in the country.

While it is doubtful that the international agreement and individual work contract will ever be entirely satisfactory to the worker, the employer and both Governments we feel that considerable progress has been made in this respect. We feel that the departments of Government in the United States concerned with the negotiation and administration of the program are working more closely together and a more sympathetic attitude toward the many problems is being shown by Mexican Officials. We are hopeful that further recommendations made by the National Farm Labor Advisory Committee in this respect will be fruitful.

Employers are also appreciative of the fact that the cost of recruiting, which is borne by the contractor, has been materially reduced, although as a result of the Comptroller General's decision dated April 1, 1954, a good many other expenses including physical examination, cost of public health services, printing of worker documents, burial expenses, hospitalization and medical care, and so forth, were charged to the employer. While we are not taking issue with this decision at this time, we definitely feel that the employer should be saddled with no additional administrative expense.

MR. GATHINGS. Thank you so much, Mr. Patteson, for your excellent statement on this important matter.

Are there any questions?

MR. HAGEN. Mr. Patteson, I am somewhat familiar with the situation in California with respect to migratory labor but I am not too well acquainted with the situation in other States.

In California, in the late thirties and early forties, most of our migratory labor pool came from disclaimed persons you might say from other States. And I am sure that was not true in Arkansas.

In Arkansas for example, you have many small farmers, I mean really small, they farm 5 acres. I assume that they are part-time



laborers also. Then you have tenants and sharecroppers, more so than we have out in California.

I was wondering what was the source traditionally of your labor supply for cotton and other crops in Arkansas?

Mr. PATTESON. I can probably illustrate that by my own operation better than any other way. I would say that 10 years ago probably 1940, I had 100 families on my farm, and today why, I have less than 50 families. In other words, all of these small farmers and the sharecroppers have all left Arkansas practically. We have very few small farmers left in the State. All of this available labor that we used to have has gone to Detroit or some place else.

Mr. HAGEN. You must still have a large number of 5-acre farmers, perhaps not so much in Arkansas as in Mississippi and some of these other areas.

Let us take a 5-acre farmer, a man that is an owner of 5 acres, living on it, raising cotton we will say, I assume that he harvests all of his own cotton.

Mr. PATTESON. Yes.

Mr. HAGEN. Chops and picks the cotton?

Mr. PATTESON. Yes.

Mr. HAGEN. Is he a labor source for others?

Mr. PATTESON. Yes, he will pick for his neighbors, then.

Mr. HAGEN. For his neighbors or for the, might it be a large neighbor?

Mr. PATTESON. Whoever happens to want him, you know.

Mr. HAGEN. A lot of those people have left the farms?

Mr. PATTESON. Yes, quite a few of them.

Mr. HAGEN. Was that a major source of your farm labor down there?

Mr. PATTESON. That was practically all of it. About the only major source of labor or pool of labor for Arkansas is Memphis. Arkansas does not have very many large cities. They are just small towns. So the chief source of supply of domestic labor is Memphis, Tenn.

Mr. HAGEN. Do those people that come out of Memphis, are they people who normally engage in agricultural activity or are they unemployed factory workers, or what are they?

Mr. PATTESON. They are usually unemployed people, or ones that come in doing housework, yard boys and cooks, domestic labor, and when cotton-picking time comes around when the price of cotton picking is so much higher than the wages they make in Memphis, why they come over and pick cotton seasonally.

Mr. HAGEN. I want to ask you this, also, has there been any increase in the rate of agricultural wages in your area; well, we will just take the period from 1940 to date, or any other period that you know about, within that period?

Mr. PATTESON. I would think it was about a third higher now. That would be my estimate.

Mr. HAGEN. You think that has gone up about a third?

Mr. PATTESON. About a third, yes.

Mr. HAGEN. What would be the average if you do translate it into hourly rates for farm labor in your area in your State?

Mr. PATTESON. I would say that it would run around 50 cents an hour. However, a good cotton picker will make as high as \$10 a day.



Mr. HAGEN. With respect to these Mexican imports, what kind of housing do you provide, do you have barracks-type housing?

Mr. PATTESON. We have both, I have tenant houses that they use, and also have the barracks.

Mr. HAGEN. Do many of these people sleep on the ditch bank or live in the tent, I mean these Mexicans?

Mr. PATTESON. Might have done that 10 years ago, but they do not now; no.

Mr. HAGEN. What is the wage paid them in your area? Would that approximate this 50 cents an hour?

Mr. PATTESON. Fifty cents an hour for the chopping. During picking season that is so much a hundred.

Mr. HAGEN. I was wondering if these laborers brought into your area created any problems of crime or delinquency or narcotic addicts or anything like that?

Mr. PATTESON. No.

Mr. HAGEN. You have not had any local increased burden on law-enforcement officers?

Mr. PATTESON. None at all.

Mr. HAGEN. The lady who preceded you implied that there was a shortage of farm labor, and she also indicated that that shortage could be eliminated if the price for farm labor went up.

I was wondering about your comment on that, whether you could conclude that was reasonably true, and further whether the farmer could afford an increase in price of farm labor, to say, make it comparable to the average wage in Memphis or something like that.

Mr. PATTESON. I do not think there is any question in the world that if you raise the price high enough you will get labor in from some place. Because that is obvious.

However, the cotton farmer—the position he is now in and the problems he has with everything else going up, we are right on the break-even point now, you know. If the price of picking was any higher than we have been paying for the job, we just could not afford it.

Mr. HAGEN. Do you think you are paying the maximum you can afford?

Mr. PATTESON. I do not think there is any question about that.

Mr. HAGEN. Do you think that this fact that you have had this Mexican labor available to you has had any effect of discouraging an increase in the price of farm labor?

Mr. PATTESON. No.

Mr. HAGEN. You do not think that could be demonstrated by statistics?

Mr. PATTESON. I do not think so.

Mr. HAGEN. I believe that is all.

Mr. GATHINGS. Any further questions?

Mr. HOEVEN. I would like to ask one question. Are you familiar with the recommendation of the Labor Department that we give the American working man the same benefits that are given to the Mexican laborer?

Mr. PATTESON. I heard something about it yesterday but I do not know the details.

Mr. HOEVEN. What are your views on that in general?

Mr. PATTESON. I think that any time that we get migratory labor in our section, they have exactly the same accommodations.

Mr. HOEVEN. The same kind of accommodations?

Mr. PATTESON. We have the same places for them today to say, the same accommodations.

Mr. HOEVEN. In other words, there is no discrimination between the two?

Mr. PATTESON. No.

Mr. HOEVEN. That is all.

Mr. GATHINGS. Thank you so much, Mr. Patteson.

Mr. HAGEN. One more question. What is the average acreage of a farm in Arkansas that has to employ outside labor? The 5-acre farmer we have pretty well determined that he does all of his own labor, picks his own cotton with his family and comes in and chops it and so forth.

Would it be a farm of 20 acres of cotton or 30, or what would it be?

Mr. PATTESON. I would say that any farmer that had as much as 80 acres of land would need some help. Some outside help.

Mr. HAGEN. In Arkansas do you handle it through an association?

Mr. PATTESON. We have an association in my particular county, in my town of Truman.

Mr. HAGEN. Is that pretty generally true over the whole State?

Mr. PATTESON. That is pretty generally true. What has happened now, for instance, you see my farm is all a tenant farm. I do not do any day labor at all. They are all tenants. They all have modern equipment, tractors and combines, and so forth. So, where years ago when we used to farm with mules, 40 acres was all that one man could take care of, he and his family. They could take care of that crop you see. My tenants now will average 200 acres per tenant. So one family with 200 acres you know cannot possibly harvest the cotton and soybeans that are produced on the 200 acres.

Mr. HAGEN. Who is actually the employer in that situation, you or the tenant?

Mr. PATTESON. I claim they are. They have their own equipment and go to the bank and borrow their own money.

Mr. HAGEN. With respect to the Mexican, is he the employer or you?

Mr. PATTESON. No, they are. Each one says how many he wants to the association and the association gets them and this man, this tenant, pays all of the expenses; he has his own Mexicans.

Mr. HAGEN. That's all.

Mr. THOMPSON. These men that have their own acreage allotments when they come to you, do they——

Mr. PATTESON. The allotment is just on the farm, you know. Just one allotment on the farm. But it is divided; each one has their own cotton.

Mr. THOMPSON. Because they manage their share of the farm?

Mr. PATTESON. Yes; they get three-fourths of the crop and I get one-fourth.

Mr. THOMPSON. Thank you.

Mr. GATHINGS. Thank you. We are grateful to you for your testimony.

Mr. PATTESON. Thank you.

Mr. GATHINGS. Will you come back, Miss Stitt? I am sure that Mr. Patteson appreciated the fact that you let him go ahead.

While he was in the city he said he did not know whether he could break loose and come here at all. He was able to come but had to go back to this meeting over at the Agriculture Department.

It was very good of you to defer to him.

### TESTIMONY OF LOUISE STITT—Resumed

Miss STITT. I took more time than I intended to.

Mr. GATHINGS. We wanted more time with you so that you could continue. Mr. McIntire wanted to ask some questions.

Mr. MCINTIRE. You represent a very fine organization, substantially centered around consumers. I am sure that you appreciate the relationship of wage levels at the farm and the cost of goods at the time they reach the ultimate consumer and that if there is not sufficient return at the farm level to meet all of the costs of production, then production is automatically cut back and supplies are less adequate.

You indicated in your statement that your organization is not satisfied with the general level of prices paid to agricultural workers, and that you would favor legislation similar to the Fair Labor Standards Act for agriculture, and fixing a level of wages in agriculture. Is it your opinion that the people you represent as consumers are fully willing to absorb all of the additional costs?

Miss STITT. Mr. McIntire, our organization has been working for minimum wage legislation for 50 years. I suspect that Florence Kelly, the founder of the National Consumers League was the first person to advocate that. We have had minimum-wage legislation in this country for almost 50 years. I wonder if it has ever put any employer out of business. You see, our philosophy of wages is this: Our consumers are wage earners. How in the world are they going to keep business or agriculture or anything else going unless they have adequate wages with which to buy what you produce?

Our point—you are talking now about the point where we said that we would like to see a minimum-wage law, and we definitely would. I should think that a law, if it were adopted would start with the prevailing wage paid by the best employers in an area. I imagine that it probably would be on an area basis if it were not part of the Federal Fair Labor Standards Act. All of the employers would pay at least that minimum wage which is probably the prevailing wage. That is what this public law 78 provides, does it not, that the prevailing, the usual wage isn't it, would be paid to the Mexicans?

Mr. MCINTIRE. Yes.

Miss STITT. That is what we are asking for our domestic workers.

May I ask a question? I would like to ask—

Mr. MCINTIRE. May I interrupt. I would like to get back to my question. That is, do you feel that the consumers you represent are willing to pay increasing costs on the goods which farmers produce and consumers buy?

Miss STITT. Yes.

Mr. MCINTIRE. Which would be associated with the wage level objective which your association sets forth?

Miss STITT. Yes.

Mr. MCINTIRE. That is the interesting question that I would like for you to answer.



Miss STITT. I realize that I did get away from the question. You see our position is that if you pay people a living wage, that is what we are asking, something that would maintain them in health and decency, your labor costs will not be any higher. That has been demonstrated in industry right straight through the whole history of minimum wage legislation.

Mr. McINTIRE. You are familiar, I am sure with the fact that a man out on the farm operating a farm has his separate problems. He is the originator of the goods. He is the one who assembles all the elements of raw materials combined with the cooperation of nature, and originates goods. That is his function as a farmer. He is not comparable at all with industry in the economic climate in which he operates?

Miss STITT. He employs labor.

Mr. McINTIRE. Because he has annual enterprise which he cannot turn off and turn on, because he is committed to an annual program and in some types of agriculture he is committed to a program that involves years of planting and breeding and things of that sort, do you think that a farmer is in a comparable position with industry to meet a fixed level of wages that industry has been able to meet by pricing wages into the goods which they are manufacturing and delivering to the consumer?

Miss STITT. The farmer is the entrepreneur, is he not?

Mr. McINTIRE. Yes, he can stay in business or go out.

Miss STITT. He is the risk taker. Is your idea that the worker must be the risk taker?

Mr. McINTIRE. First, I do not accept the principle that the worker is the risk taker. The worker is employed and the figures which are set forth in testimony this morning by Mr. Banks Young that in 1954, workers on the farm actually received an average of 81 cents an hour. The farm owner and his family received 72 cents an hour. How can we assume on the basis of those figures that the worker is exploited in this situation?

I live in a rural area, I have seen many areas in the cities and regardless of my desire that the folks in my little community may have a better standard of living, there is not a single person employed in my community living in the house that he owns himself depending on seasonal labor that is not living under far better standards than a great many people are in the cities. I do not accept the concept that a worker in agriculture is in any way exploited or that he is living under substandard conditions as compared with workers in many other areas. It just does not go together in my concept.

Miss STITT. Let us get back to this law. I did want to ask a question. I will not ask it. I will just pose it. Your law provides that the migrant or the Mexican national shall come in here at some kind of a wage that is agreed upon, is that right, whatever that wage is? All right. Apparently some people are not willing, and I hope it is no member of this committee, not willing to pay that same wage or guarantee that same wage to an American farm laborer. The question I wanted to ask is, are these Mexican workers with so little experience in American ways of agriculture, such low standards in every other way, are they really so much better workers, are they so much more dependable and so much more productive and so much more

efficient—are they so superior in all of these ways to our own American citizens that we are willing to guarantee them a wage?

I am not putting any figures on it. All I am asking is, that we guarantee to our own American workers the same economic benefits that we guarantee to the Mexicans.

I do not know—nobody has answered that question for me. I can hardly believe, however, that these Mexicans who come in here in droves, who have been used to low standards of living, who have had no experience, have had little training and discipline in the American way of producing—could be so superior to our domestic workers that we are willing to pay them more and provide them with these fringe benefits that we deny our American workers.

Mr. McINTIRE. I do not want to press the matter but may I reach the conclusion then that the group you represent is willing to pay higher costs for foodstuffs and other things produced at the farm than they are now paying under the labor arrangements which the American farmer is faced with today?

Miss STITT. For my own organization, I can say that we are willing to pay the full cost of the goods that we consume; the full cost. We believe that if decent wages were paid to workers, that their productivity would materially improve because of better health and ability to produce, and that costs would not rise.

We have learned in industry long ago that you can produce as much in 40 hours as we used to produce in 50 hours because of better managerial methods.

You are mechanizing the farms. We have to bring good managerial methods to the farm just as we did in industry. We as consumers say yes, we are willing to pay the full price of the goods, the cost of the goods, if that includes the price of the health and well-being of the workers who are working on the farm.

Mr. McINTIRE. Thank you.

Mr. THOMPSON (presiding). One moment, please, Miss Stitt, before you go. The chairman had to leave to go to another meeting.

I am from Texas, and since you have pinpointed the situation in Texas, let me just make 2 or 3 observations. I am sure they will not take you long. The conditions you have described so far as I know do not prevail in the congressional district of any member of this committee, nor of anyone who has testified in behalf of the bill now under consideration.

I make this further observation which may be of value to you. You have given us some maps showing the migration of Texas farmworkers into Northern, Western and in some cases Eastern States. I see a very significant characteristic. In March they are leaving the Texas country where the crops are now planted. Certainly the harvest is long since completed. The comparatively warm weather of the winter is beginning to give way to the much warmer weather of summer. We see workers now migrating to the States where there is a good deal of planting still to be done.

This is all in the month of March. Comes now the month of April. They are no longer going to California but they are going up into Oregon and Washington and so on. They are now migrating from California, according to the map which you have given us, they are beginning to go into Idaho, where the preliminary work is just beginning.



So it goes through the year.

In June we see them leaving Florida for the north, some to do the agricultural work, and others to go into industry. These figures on migration are never complete, until you have the whole year and until you see how these same migrant workers are coming back to the Texas country, in the next harvest season to stay through the winter.

The migrant farmworker, is such by nature. He follows the planting season and he follows the harvest season. It is true all over the country, and I think it has always been true.

So far as the pay we give him in Texas, it is comparable whether it be the domestic farmworker or the Mexican. The advantages that we give them in the way of housing, and so forth, are the same; otherwise we could not hire anyone locally. We much prefer the local people; but when we cannot get them, we go to Mexico. It is particularly significant that the employer knows where to get hold of the individual Mexican who has been working for him for many years; he recruits that man individually and brings him back to do the work which he understands and which he has done in the past. We in Texas would have an awful time getting along without the migrant labor and we do not begin to hire Mexicans until after all of the local labor has been exhausted.

That is the whole picture. I thought you being very fair and having made a nice presentation would like to know that.

Miss STITT. I am very glad to know that. I wonder if you would help me a little bit further. I am really sincere in asking about this.

It is true, is it not, because those figures that I gave were taken from the Texas Employment Commission, that Texans do leave Texas and Mexicans do come in? When do these Mexicans come into Texas, then, after your people have gone up north?

Mr. THOMPSON. Not necessarily; no, not necessarily at all.

It is not that they have gone anywhere. When the Mexicans come in the migrants who are shown on your maps, to a large extent, have come back to Texas, but there would not be enough of them to do the harvesting.

Miss STITT. I see; even when these people that have gone north come back.

Mr. THOMPSON. The migrant workers go where the work is.

Miss STITT. And those 67,000 that I cited from the Commission figures, that have migrated, I am to picture as back in Texas with the 150,000 Mexicans and they are all working there at the same time, is that the picture?

Mr. THOMPSON. Yes; but most of the labor which has gone elsewhere in the country to get a job floats back to Texas.

Miss STITT. At the same time that the Mexicans are coming in?

Mr. THOMPSON. Yes; and, of course, they are residents of Texas because Texas is, in my studied opinion, the finest place in the world to live.

Miss STITT. I have heard that before.

Mr. THOMPSON. You have given us a most interesting statement and we appreciate it very much.

Miss STITT. I appreciate very much those facts. Thank you very much.



Mr. HOEVEN. May we amend the reference to Texas so as to limit it to below the Mason-Dixon line?

Mr. THOMPSON. We will take that under advisement. If there are no further witnesses to be heard, the committee will stand adjourned until next Monday morning at 10 o'clock.

(At 3:30 p. m., the committee recessed until 10 a. m. Monday, March 21, 1955.)



## MEXICAN FARM LABOR PROGRAM

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MONDAY, MARCH 21, 1955

HOUSE OF REPRESENTATIVES,  
SPECIAL ACTION SUBCOMMITTEE  
ON EQUIPMENT, SUPPLIES AND MANPOWER,  
COMMITTEE ON AGRICULTURE,  
*Washington, D. C.*

The Special Action Subcommittee met, pursuant to recess, at 10 a. m., in Room 1310, New House Office Building, Honorable E. C. Gathings (chairman of the Subcommittee) presiding.

Present: Representatives E. C. Gathings (presiding) and Hoeven.

Also Present: Representatives Poage, Hagen, Johnson, Fernandez and Phillips.

Mr. GATHINGS. The committee will come to order.

I thought it best that we get started at this time. The first witness this morning is Frank Noakes of Detroit, Mich., research director, Brotherhood of Maintenance of Way Employees, appearing as chairman of the United States section, Joint United States-Mexican Trade Union Committee.

Will you proceed, Mr. Noakes.

### STATEMENT OF FRANK NOAKES, RESEARCH DIRECTOR, BROTHERHOOD OF MAINTENANCE OF WAY EMPLOYEES, DETROIT, MICH.

Mr. FRANK NOAKES. I am Frank Noakes, director of research of the Brotherhood of Maintenance of Way Employees, 12050 Woodward Avenue, Detroit 3, Mich. I appear here today, however, as chairman of the United States section, Joint United States-Mexican Trade Union Committee, with offices in room 411 at 10 Independence Avenue, SW., Washington, D. C. A list of the members and staff of the United States section is appended.

The Joint United States-Mexican Trade Union Committee is an officially accredited affiliate of the Inter-American Organization of Workers, which, in turn, is the hemispheric affiliate of the International Confederation of Free Trade Unions. The Joint United States-Mexican Trade Union Committee speaks for the great majority of the democratic labor unions of Mexico, as well as for the A. F. of L., CIO, Railway Brotherhoods and the United Mine Workers.

I would like to make a correction in my statement here, or to add to it. The Railroad Brotherhood, I represent, are all affiliated with the Railway Labor Executive Association. That comprises all of the railroad brotherhoods with the exception of three.

It is about 85 percent of the railroad brotherhoods. The organizations affiliated with Railway Labor Executives Association comprise about 85 percent of the Railroad Workers of America.



The four latter organizations comprise the United States section of which I am chairman.

My purpose in appearing here today is to emphasize that there is complete agreement in regard to the inadequacies of Public Law 78, not only among all important branches of organized labor in the United States, but that our position is also that of the overwhelming majority of the democratic labor unions of Mexico. The Mexican affiliates of our committee represent approximately 80 percent of organized labor in Mexico.

It is not my intention here today to discuss in detail the many objections which the labor unions of Mexico and the United States have to the present programs. Witnesses from the A. F. of L. and the CIO who will follow me will deal with specific aspects of this legislation and the joint committee would necessarily merely duplicate their testimony if I were to likewise deal with specific details. I want to make clear, however, that what the witnesses who will follow me today from the A. F. of L. and CIO will say represents a united position of the Railway Brotherhoods and the United Mine Workers as well as our brother workers in Mexico, as we have arrived at this position through international conferences in Mexico City and Nuevo Laredo.

On behalf of the joint committee I should like to emphasize what would seem to be the major points of our united position. These are:

1. Public Law 78, which was framed in terms of an emergency program to meet wartime needs for farm labor, is an entirely inadequate law for dealing with similar needs in peacetime. It should not be continued in its present form.

2. The amendment to Public Law 78 enacted in the last Congress, which threatens to replace the cooperative nature of this program with unilateral action by the United States whenever the Mexican Government does not immediately accept our Government's demands, is manifestly unfair and should be repealed.

3. If amendments are made to Public Law 78 adequate to protect the interests of both domestic and Mexican labor brought in under the program, it should not be continued indefinitely as is proposed in the present bill before this committee, but it should be extended for a year and then reviewed in the light of developments under the amendments.

4. If Public Law 78 is amended adequately and then extended, it is essential that provision be made at the same time for adequate enforcement. The virtual breakdown of enforcement because of inadequate staff during the past year is a national disgrace.

As this committee, in the light of testimony presented during the past week, is now well aware, there has been considerable change in the situation along our border in relation to farm labor during the course of the last year.

While we have certain serious reservations about the way in which the Immigration Service conducted the so-called roundup of wet-backs, we are well aware that at the present time the border is more tightly closed against illegal immigration than at any time since the war. This result—despite certain objections to the method by which it has been achieved—has long been desired by organized labor in both the United States and Mexico. Nevertheless, the border is still

subject to illegal crossings on a scale which should not be tolerated. All the evidence we have been able to gather indicates that, where thousands came across before the roundup, hundred are doing so today. If earlier official Government estimates which set the total illegal influx at 4 million wetbacks a year were accurate, the present influx would thus still remain at a rate close to 400,000 annually.

Our investigations show that individual members of our Border Patrol stationed along the border—whatever may be the official position of the Immigration Service in Washington—still regard their stations as being generally understaffed. The Border Patrol must be strengthened to a point where illegal immigration is completely prevented if we are to prevent unscrupulous employers from continuing to exploit Mexicans who are driven by hunger and want to violate the laws of both Mexico and the United States in order to enter this country in search of a job. Organized labor is especially concerned about the present illegal crossings, because we have reason to believe that a large part of it is moving away from the border and into northern cities in order to escape detection in the now better policed border areas.

I think I will digress to the extent of saying that in the railroad industry, especially in the department that I come from, maintenance of way, that is, track and bridges, where there is a large seasonal force during the spring and summer months of extra gang laborers, we find even in the State of Michigan where I reside, where wetbacks have worked their way into the industry. We find them in Detroit, we find them in Flint, we find them in Pontiac, engaged in these extra gangs. We find them in the city of Chicago, Hammond, Ind., and other places. So there is an influx of wetbacks that find their way as far north as the Canadian border.

As other spokesmen for labor who will follow me will point out, our chief objections to the operation of the present law, besides the points enumerated above are twofold: First, we object strenuously and without compromise to the present method of determining the prevailing wage, which, under the law must be paid to Mexican contract nationals; and, secondly, we object to the discriminatory features of the law again domestic United States farm workers through the failure to require growers to offer them conditions of employment equivalent to those offered to Mexican contract nationals.

Mr. GATHINGS. I believe you stated that some of these Mexicans who come into this country have infiltrated into various industrial jobs. Do you have any data? The committee would like to have that information. If you could furnish us with the numbers that have been employed in these various plants. What type of plant, whether or not they did displace any American workers, or any information along that line. We would like to have that.

Mr. NOAKES. Yes, I think that can be gathered very easily. The records are open in the department across the way and from personnel reports that we get throughout the country from our people, of course I get them from the railroad people, why, other members of our committee can obtain them from their sources.

Our Mexican brothers have emphasized to us time and time again that the workers of Mexico do not want to deprive American farm workers of either their jobs or a fair return for their labor, and they



have unequivocally assured us of their full agreement with us in objecting to this shortcoming.

We oppose, particularly, the present practice of the Labor Department in delegating its responsibility for determination of the prevailing wage to State agencies, which all too often are merely growers associations who act unilaterally to declare whatever wage the employers want to pay to be the prevailing wage in an area. We urge that a clear provision be written into the law which would require the Labor Department either to hold public hearings in an area, or to consult equally with representatives of the workers, and not just with the employers, before any wage determination is made.

One of the most recent surveys of the situation along the border after the roundup was made last December by the Secretary of the United States Section, Joint United States-Mexican Trade Union Committee. His name is Milton Plumb, who is also our secretary.

Subsequently, his findings were published in two articles in the CIO News of January 17 and January 24. Because they contain information about wages, contract violations, and similar matters gathered firsthand on a tour along the entire border, I request they be published in the official record as an appendix to my testimony.

Mr. GATHINGS. That may be done. Where is that material?

Mr. NOAKES. I have it here. I will give it to the reporter. Two articles by Milton Plumb who made a personal study along the Mexican border from one end to the other. I can give you additional copies if you would like them but I would like to have them put in the record.

Mr. GATHINGS. We would like an opportunity to look them over.

Mr. NOAKES. Will you tell me how many you want?

Mr. GATHINGS. The members of the committee would like to read that.

Mr. NOAKES. We will give them—we have them available, Mr. Chairman. That completes my testimony, Mr. Chairman, other than the appendix to my statement as to members and staff of the United States Section of the Joint Mexican Trade Union Committee.

You will note that we run the entire list of organized labor.

Mr. GATHINGS. Without objection, the list that you submit, will be incorporated at this point in the record and the two articles.

(The list of members and staff of the United States Section of the Joint United States-Mexican Trade Union Committee and the two articles referred to are as follows:)

MARCH 21, 1955.

MEMBERS AND STAFF OF THE UNITED STATES SECTION OF THE JOINT UNITED STATES-MEXICAN TRADE UNION COMMITTEE

Room 411, 10 Independence Avenue SW., Washington, D. C.

(Committee titles of members and staff are in parentheses)

Frank Noakes (chairman), director of research, Brotherhood of Maintenance of Way Employees, 12050 Woodward Avenue, Detroit 3, Mich.

H. L. Mitchell (vice chairman), president, National Agricultural Workers Union, AFL, 724 9th Street NW., Washington, D. C.

Paul K. Reed (treasurer), United Mine Workers of America, 900 15th Street NW., Washington, D. C.

R. J. Thomas (member of executive committee), assistant to the executive vice president, Congress of Industrial Organizations, 718 Jackson Place NW., Washington 6, D. C.



Jerry R. Holleman, executive secretary, Texas State Federation of Labor, 412 Littlefield Building, Austin 15, Tex.  
 C. J. (Neil) Haggerty, secretary-treasurer, California State Federation of Labor, 995 Market Street, San Francisco 3, Calif.  
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 Nicholas Dragon (member and field representative in Arizona), CIO International Representative, 1815 West Van Buren, Phoenix, Ariz.  
 Milton Plumb (secretary), director of legislative information, Congress of Industrial Organizations, 718 Jackson Place, NW., Washington 6, D. C.  
 Dr. Ernest Schwarz (consultant), secretary, CIO Latin American Affairs Committee, 718 Jackson Place NW., Washington 6, D. C.  
 Serafino Romualdi (consultant), Latin American representative, American Federation of Labor, A. F. of L. Building, 901 Massachusetts Ave. NW., Washington 1, D. C.  
 Ernesto Galarza (field representative in California), 1031 Franquette, San Jose, Calif.  
 Andrew McLellan (field representative in Texas), 311 East Main Street, Rio Grande City, Tex.  
 Fred Hefferly (field representative in New Mexico), secretary-treasurer, District No. 15, United Mine Workers, 210 Wilda Building, Denver 2, Colo.

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[From the CIO News, January 17, 1955]

#### THE BORDER WAR—WETBACKS FLEECE BY TEXAS EMPLOYERS

(First of two articles based on a tour of the border between the United States and Mexico)

(By Milton Plumb)

Wetbacks are still illegally entering the United States today—6 months after the Justice Department's much-publicized roundup which was supposed to put an end to the "open sieve" Mexican border.

This reporter has seen and talked with hundreds of them within the last few weeks, many of them far inside the United States and others over 600 miles inside Mexico as they left their homes for jobs across the international boundary.

The weight of the evidence—gathered in all of the major and many minor border towns from Mexican and United States farm hands, agricultural employers, labor leaders, Government officials, and countless others—overwhelmingly supports labor's criticism of the injustice of the "big stick" manner in which the Eisenhower administration has been dealing with the problem.

Since the recent mass roundup, in which an estimated 300,000 Mexicans were literally "dumped" across the border, the southwest frontier is more tightly closed against illegal immigration today than it has been for many years.

This development, long sought by organized labor in both countries, might have had far-reaching consequences in terms of better labor conditions and international goodwill. The present situation, however, is a result of the brutal way in which it was brought about and is being maintained, has created new evils, potentially more dangerous than the "wetback" traffic itself.

Along our entire border, those most familiar with the problem in each area reported that these new elements have appeared during the last 6 months:

1. Growing anti-United States feeling, which is being exploited by a well-disciplined Communist movement that is stronger along our border than anywhere else in Mexico.

2. A widespread shakeup of the United States Border Patrol, which has already begun to militarize and dehumanize, as well as seriously affect the morale, of the service.

3. Increased illegal immigration of a new and more serious kind, involving misuse of tourist cards and entry permits, forged passports and phony birth certificates.

4. Virtual complete breakdown, particularly in the lower Rio Grande Valley, of enforcement of the 50-cent minimum wage and other protections for legal Mexican contract workers guaranteed by the terms of the agreement between the United States and Mexico.

Most of the border jumping appears to be going on in Texas. At the time of my visit, crossings were heaviest at Matamoras, opposite Brownsville near the Gulf, and at Reynosa, some 60 miles up the Rio Grande.

Determined to keep wages and working conditions far below those in any other part of the United States, the big growers of the four lower Rio Grande Valley counties are doing much "sweating" of their workers under the guise of legality.

Failure of the United States Department of Labor to meet its responsibility in enforcing the agreement between this country and Mexico is to blame. Violations of the agreement and of United States laws by the growers themselves contribute.

The treaty calls for a minimum wage of 50 cents an hour. The Department accepted this without any effort to determine the prevailing wage. But in so many cases it appears to be the general practice, contract workers in the lower valley are still being paid 25 and 30 cents an hour.

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[From the CIO News, January 24, 1955]

#### THE BORDER WAR—COMMUNISTS GAIN FROM WETBACK MISERY

(Last of two articles based on tour of the United States-Mexican border.)

(By Milton Plumb)

Asleep on the railroad trestle in Mexicali, waiting for a train to take them nearer their homes over 1,000 miles away in Culiacan and Mazatlan, respectively, Juan Pedron and Enrique Benito moaned as I awakened them.

"Tenemos la hambre, Senor," was out of their mouths even before their eyes were open. "We're hungry," they said.

Theirs was the same story of hunger and despair heard today over and over again along the Mexican side of the border as the result of the way 300,000 wetbacks were deported from this country in the recent roundup.

Last July, the two were working "off and on" in California. The Border Patrol caught them and, because they had no passports, they were loaded into buses with other thousands and driven, not directly across the border, but some 300 miles away to Nogales, Ariz., before being released.

#### THE "BIG MONEY"

There is no through road on the Mexican side of the border below Arizona to California, and it took them until early last month to make the hazardous trip, largely on foot, back as far as Mexicali. There, instead of access to the usual jobs, they found a closed border and, starving and despairing, at last had given up and were going home.

Pedron and Benito, and the hundreds of thousands of wetbacks they typify, had been lured from their homes by propaganda spread by the United States growers associations about the "big money" they could earn in the country to the north.

In one sense this was true. To them, even the hourly wage of 25 cents or less in Texas was "big." The 50 cent "wetback rate" in California was even bigger, and if they were lucky enough to land a job with one of the few growers who paid as high as 75 cents they were in clover.

Just 60 hours work—one week at the peak season—at the latter rate gave them more money than an estimated 12 million Mexicans, 40 percent of the population, earn in an entire year.

Even in the large Mexican cities where wages are higher, unskilled labor now is being paid at a rate of 80 cents a day.

Current border problems are made out of this poverty. All who know the border best agree that this basic problem of the great disparity between United States and Mexican incomes must be solved first before exploitation of the Mexican—and native—labor by greedy employers can be prevented.

It was to get at the basic root of the problem and eliminate the economic causes that Chairman O. A. Knight of the CIO Latin American Affairs committee at the last meeting of the Joint United States-Mexican trade union committee in Nuevo Laredo called for a great stepping up of United States point 4 aid to Mexico.



## BORDER PRESSURE

Pressures along our border today proves that Mexico needs all the economic and technical assistance we can provide, not only in industry but in agriculture. Only 1 percent of foreign aid has gone to all Latin America. The current situation is ample evidence that what has been done to date is far too small and ineffective.

Communists are making the most of the crucial welfare problems in border towns. There have been recent armed uprisings, as far apart as Cananea, near Nogales, Ariz., and Reynosa, 60 miles from the Gulf of Mexico. Both Nogales and Reynosa, incidentally, were centers of the administration's border recruitment program.

"We don't want one bracero to cross the border," the Communist headwaiter in the bar just beyond the gate of Mexicali told me. Openly speaking the anti-United States "line" of his organization, he added:

"Conditions are better for us this way."

The low-wage, antilabor conditions which prevail on the United States side of the border also are helping the Communists. Vigilantes in California and right-to-scab laws in Arizona and Texas have driven American labor unions off the border. Communist-led unions, like Mine-Mill, took over.

It's the latter union, for example, that represents workers in the great copper mines and smelters of Arizona and New Mexico. Many of them are Mexicans, who daily—and illegally—cross back and forth to homes in Mexico. The indoctrination they get from the Communist leaders of Mine-Mill is, as some of these Mexican members themselves put it, "hardly conducive to the best inter-American relations."

In agriculture, the undercutting of minimum wages set by Labor Department inspectors is having a similar effect. In one part of the Imperial Valley, the hourly rate for Mexican contract labor is 70 cents, yet only 58 miles away a different inspector has fixed the prevailing wage at 60 cents. The wage paid United States workers there before the wetback influx was \$1.25.

Like their counterparts along the Rio Grande, however, Imperial Valley growers aren't actually paying even the low contract wage. They're still handing contract workers the old wet-back rate of 35 cents to 50 cents and because of the breakdown of Labor Department enforcement, get away with it.

## COMMUNIST ACTIVITY

One compliance officer, admitting this is the case, points to the vast area he is supposed to police alone. He also said that he had to report to the regional office in San Francisco before he got permission to act. That office, greatly understaffed, covers 12 States.

Cheated of wages, Mexicans are naturally resentful. A year ago, there were 11 Communist cells in Mexicali; today, after the roundup, there are at least 15.

Here's what's been happening in the words of one who knows:

"There's been more Communist activity in the last 5 months around the Imperial Valley than there has been in the last 5 years."

Mr. GATHINGS. Are there any questions of the witness?

Mr. FERNANDEZ. I have one question, Mr. Chairman. On page 2 of your statement you make a declaration that "The virtual breakdown of enforcement because of inadequate staff during the past year is a national disgrace."

Do you have any facts to substantiate that? That is a pretty strong statement.

Mr. NOAKES. Yes, sir. A witness will follow me who will give you the answer and a very clear and thorough answer to that statement.

Mr. FERNANDEZ. That is all right, Mr. Chairman. That is all I have.

Mr. GATHINGS. Thank you so much, Mr. Noakes.

Mr. NOAKES. Thank you.

Mr. GATHINGS. Mr. Walter J. Mason, legislative representative of the American Federation of Labor, appearing for the AFL. We will be glad to hear from you.



**STATEMENT OF WALTER J. MASON, MEMBER, LEGISLATIVE  
COMMITTEE, AMERICAN FEDERATION OF LABOR**

Mr. MASON. My name is Walter J. Mason. I appreciate the opportunity to appear before this committee today to discuss the important legislation you are considering affecting recruitment of workers from Mexico for employment in this country.

The American Federation of Labor has been concerned with this problem and the many critical issues which it has presented for many years. Unregulated and unlimited recruitment of large numbers of workers from Mexico threatens the labor standards and welfare of American workers. It also results in unjust exploitation of the Mexican workers as well. Therefore, we have repeatedly urged that if recruitment of workers from Mexico is continued, the program must include adequate safeguards which are now almost entirely lacking.

The delegates to the AFL convention held last September unanimously reaffirmed this position. Here is what the convention declared:

The program under which Mexican workers are imported legally and work under contract to large-scale farms has operated to undermine the wages, working conditions, and employment opportunities for domestic workers. This program has been further weakened during the past year by the passage of Public Law 309 authorizing the recruitment of these Mexican workers at the Mexican-American border rather than in the interior of Mexico.

Under this program, domestic agricultural workers are given no opportunities to express themselves regarding the number of Mexican workers, if any, required on American farms or the wages and working conditions under which Mexicans are to be imported.

The present agreement with the Mexican Government under which this program is operated expires December 31, 1955. We recommend that the American Federation of Labor oppose any extension of this program until proper safeguards to domestic workers, including the holding of public hearings at which time they can express their views, are made a part of the program.

Our continuing and serious concern with this issue was evidenced most recently in the organization, with complete and enthusiastic A. F. of L. support, of the joint United States-Mexico Trade Union Committee. This committee has on its staff three full-time investigators who will make a detailed investigation of how the recruitment program is being carried out and the effects it is having on both American and Mexican workers. This committee intends to publicize these facts as widely as possible so that the general public on both sides of the border will be fully informed of the way in which this program is being administered.

H. R. 3822, the bill which you are considering, would extend indefinitely the present arrangements under which Mexicans are being recruited for employment in the United States. Under section 501 of the Agricultural Act of 1949 as amended, the Secretary of Labor is authorized to recruit agricultural workers from Mexico pursuant to arrangements between the United States and the Republic of Mexico.

Let me briefly summarize the present situation. Last year more than 300,000 contract workers from Mexico were recruited to work on United States farms. That this is by no means a problem only for the States bordering on Mexico is evident from the fact that Mexican Nationals were employed in no fewer than 24 States. Many who were supposed to return to their homes when the contract season was over have actually remained to swell the number of wetbacks who have

already spread through the length and breadth of the country. These Mexicans have displaced large numbers of American workers from farm employment and have considerably debased the level of wages and working conditions for many others.

It should be mentioned also that in addition to the problems resulting from legal recruitment of Mexican Nationals, the wetback problem, i. e., employment of Mexicans who have illegally come into the United States, is still very critical. While we appreciate the increased efforts the Government has made in recent months to apprehend the wetbacks, it is clear that substantial numbers are still coming into the country. Since the wetbacks must work at whatever wages and working conditions are offered to them, regardless of how substandard they may be, their continued employment most seriously undermines the labor standards of American workers.

According to the agreement between the United States and Mexico, workers who are legally recruited from Mexico are supposed to have a contract with their American employer guaranteeing a definite period of employment, payment for time lost through no fault of the worker, the right to elect representatives for the purpose of maintaining their contract with their employer, the minimum standards of housing, health, accident insurance, and medical care. These Mexican Nationals are supposed to engage only in farm work.

This is what the Mexican workers are offered, at least on paper. In addition to this, the Mexican workers are supposed to receive the prevailing minimum wage. This requirement has never been met because no realistic attempt has ever been made to determine the prevailing minimum wage. It would require, as a minimum, public hearings for each individual crop region.

We have been unable to find any genuine sincerity of purpose in the administration of this program. A brief description of what has actually been permitted to take place will bear out this contention:

The Mexican worker recruited for employment in the United States is supposed to be employed only in agriculture and there under certain minimum safeguards. In practice, they have been working at all sorts of occupations unrelated to agriculture and the so-called protections guaranteed to the Mexican workers under the agreement between our Government and the government of Mexico have been flagrantly flouted.

To give you some idea how this program has actually worked out, I would like to quote briefly from a report we have received from Jerry Holleman, executive secretary of the Texas State Federation of Labor, who has had an opportunity to investigate, at firsthand, actual conditions among the Mexican Nationals—referred to as “braceros”—in Texas. In a letter to President Meany of the A. F. of L. dated October 18, 1954, he reported:

The absence of a United States employment service compliance program and compliance staff has caused a complete breakdown in the International Migratory Labor Agreement. Practically all articles for the protection of the bracero are being flagrantly and openly violated.

Examples:

No blacklist has been issued since April 1953. Under the terms of the agreement, periodic blacklists are supposed to be published, naming all contracting agencies who, as well as using braceros, have had wetbacks apprehended on their farms or ranches. Practically every farmer and rancher in South Texas has had both braceros and wetbacks.



The minimum wage guarantee is a myth. With the exception of West Texas, most farmers and ranchers in the valley, Eagle Pass area, and the Del Rio area, are paying as low as 30 cents an hour. This has already become an established practice. Most of the Mexican consular offices in the areas involved are reporting literally thousands of complaints on this minimum wage violation. There are more cases filed than the consuls can investigate. It may be years before they can process the cases already filed with them. The same complaints cover "housing," "bedding," "cooking utensils," and so forth.

Braceros are being used to build farm and ranch homes, barns, garages, packing sheds, and so forth, and have been found working as carpenters, painters, cement workers, plumbers, mechanics, and so forth, at from 30 cents to 50 cents an hour. The program of permitting the contracting farmers and ranchers to select their "specialists" is responsible for this abuse, as many of those being selected are not agricultural workers, but tradesmen being selected for their particular craft.

Such conditions must not be permitted to continue. It is absolutely essential that, if this program is extended, it must include proper safeguards for both American workers and the Mexicans who are recruited to work in this country. There is absolutely no difference of opinion between labor in the United States and in Mexico on this question. On both sides of the border, trade-union organizations are in complete agreement that minimum standards must be introduced to protect the welfare of both Mexican and American workers. In a joint declaration unanimously agreed to at an international conference of trade unions of Mexico and the United States, held in Mexico City December 14-16, 1953, detailed recommendations regarding the policies for recruitment of Mexican workers for employment in the United States were made. The delegates to this conference strongly urged effective action to prevent illegal immigration and recommended strengthening of the protections as to wages and working conditions in the recruitment program.

The urgent need for introduction of proper and adequate safeguards in this program was emphasized recently in separate statements by two advisory committees to the Secretary of Labor, the Federal Advisory Council on Employment Security, a tripartite body, and the Labor Advisory Committee on Farm Labor. Both groups emphasized that the present law should be extended only if it is amended to provide that Mexicans shall be recruited when and only when domestic workers are not available at wage rates actually prevailing for work at comparable skills in the area. The American Federation of Labor wholeheartedly supports and endorses these recommendations.

With regard to the specific legislation you are considering, we make the following recommendations:

First. Public Law 78, which provides for the recruitment program, should be extended for a maximum of 2 years, during which time there should be an intensive review of the operation of the program in order to correct all inadequacies and injustices. The bill which you have before you proposes an indefinite extension. The Secretary of Labor has proposed an extension of 4½ years. Neither proposal seems to us justified. We are convinced that the program should be extended for a maximum of 2 years. At the end of that period, the Congress can assess how the program has worked out and determine at that time whether it should be continued, modified, or discontinued.

Second. Any extension of this program should be conditional upon inclusion of full safeguards for American workers. These should include:



(a) Mexican workers should be recruited only when domestic labor is not available at wage rates not less than those prevailing for comparable skills in the area in sufficient numbers within a labor-market area.

(b) In the determination of both the need for importation of Mexican workers and the wage to be paid, the Secretary of Labor should be required to conduct public hearings in each major crop area or region at which all interested parties are invited to state their views regarding the need for workers and the prevailing wage in each crop area where it is proposed to employ Mexican workers.

(c) Employers should not be permitted to hire Mexican workers until they should have first offered United States workers the same conditions as they are willing to make available to Mexican nationals. These should include a written contract, transportation, housing, subsistence, guaranties of employment, the right to elect their own representative for the purpose of maintaining the contract, health and accident insurance, medical care, and a wage based on the prevailing wage as determined at a public hearing.

Third. The law should be amended to provide a penalty for illegal employment of Mexican nationals.

We are gratified that the Secretary of Labor has urged adoption of two of the proposals we have made and we strongly endorse his recommendations on these points. These include the requirements that first, the Secretary of Labor may recruit Mexican workers only when sufficient domestic workers are unavailable at the prevailing wage for comparable work in the area; and that, second, domestic workers must be offered the same conditions as are offered to the Mexican workers before the Mexicans may be recruited. With regard to the proposed prevailing wage requirement, we reiterate that it can only be made effective if the Secretary is required to hold public hearings in each crop area at which all interested parties are permitted to appear before a determination is made as to the prevailing wage.

In conclusion, the American Federation of Labor urges your committee to recommend against adoption of H. R. 3822, which would extend indefinitely the present program for recruitment of workers from Mexico. Instead, we recommend that the present law be extended for a maximum of 2 years and that the minimum safeguards we have suggested be introduced into the program.

Mr. Chairman, that concludes my statement and President Meany has called in two representatives from the Southwest and Mr. Andrew McLellan from Texas, who will represent the Texas State Federation of Labor, and Mr. Ernesto Galarza, from California, who is a research director of the Agriculture Workers Union, affiliated with the AFL.

Mr. GATHINGS. Thank you, Mr. Mason. I would like to ask you now with reference to the information that you included in your statement that was given to you by Jerry Holleman, executive secretary of the Texas State Federation of Labor. I believe you quoted him there, and move over to page 3 and the quoted part:

Braceros are being used to build farm and ranch homes, packing sheds, barns, and so forth.

Are those Mexicans that have come under contract?

Mr. MASON. That is the way we understand the report to read, Mr. Chairman. And as I stated before, Mr. Andrew McLellan is here today to testify from Texas, and he represents Mr. Jerry Holleman,

who is secretary-treasurer of the Texas Federation of Labor. So he may be able to give you further information in regard to this.

Mr. GATHINGS. We will be glad to get that information. I am sure that the members of the committee would like to be enlightened on that point because it was the intention of this program to take care of the needs of agriculture, solely and exclusively.

Mr. MASON. That is the way we understood it.

Mr. GATHINGS. We would like to have the facts. Are there any questions of Mr. Mason?

Mr. HAGEN. I would like to ask some questions. I understand the two gentlemen will follow him and I will ask my questions of all three gentlemen at the conclusion of their testimony.

Mr. GATHINGS. Would you want the other two statements? All three could sit at the table and we could ask questions of all three of them.

Mr. MASON. I would rather you would spend more time with the two representatives that we have from the Southwest because they are closer to the situation and they can give you firsthand information.

Mr. GATHINGS. Thank you so much, Mr. Mason.

Mr. MASON. Thank you.

Mr. FERNANDEZ. I do not mean to ask these questions before the gentlemen from Texas come in but I want to call attention to the statements speaking about the legally contracted workers; you say many who were supposed to return to their homes when the contract season was over have actually remained to swell the number of wet-backs who have already spread to the length and breadth of the country.

I suppose you mean that these legally contracted workers who have remained have spread to the length and breadth of this country, and that is something that perturbs me considerably. I would like to have facts on that. Just the mere declaration is not sufficient, I think, for the Congress.

This is a very important matter. That is something that ought not to happen.

Mr. MASON. I believe that the immigration authorities themselves can give you that information. I mean that is the source of our information.

Mr. FERNANDEZ. I think it should be made available to the Congress. We do not want the bald declaration. We should have some facts.

Mr. GATHINGS. The Immigration Service appeared here and gave us quite a lot of information, very valuable for our study. We could ask them to come back and give us additional facts if the gentleman from New Mexico feels that we should have that.

Mr. FERNANDEZ. I would like to have that, because my own observation has been, Mr. Chairman, that this service has done better and better every year. Those who have been in charge of the program have been doing a very excellent job, at least insofar as that affected my own State. That is why I am perturbed with these declarations coming in that seem to be entirely different from what my own appraisals of the program have been at least in the last few years.

Mr. GATHINGS. Witness after witness has stated that this is a very fine program and has been administered so much better in the last few months than ever before. Any further questions of Mr. Mason?



If not, we would like to hear the other members and then we could ask some questions.

All right. Thank you.

Mr. Andrew McLellan, Rio Grande City, Tex., adviser to the Texas State Federation of Labor, AFL, appearing for the Texas State Federation.

**STATEMENT OF ANDREW C. McLELLAN, CONSULTANT, TEXAS  
STATE FEDERATION OF LABOR, AFL**

Mr. McLELLAN. I am A. C. McLellan, and I have a prepared statement.

Mr. GATHINGS. Did you want to just file your statement for the record and then talk extemporaneously?

Mr. McLELLAN. No, sir. I would like to read it. And, if you gentlemen care to ask questions, I would be more than happy to answer them, and elaborate on any particular points in the statement.

Mr. GATHINGS. We are not wanting in any way to deprive you of all of the time that you require to bring these points out. So proceed in your own way.

Mr. McLELLAN. Thank you, sir.

I am A. C. McLellan, international affairs consultant of the Texas State Federation of Labor, and have lived in south Texas for the past 18 years. I was coauthor of the 1953 wetback report entitled "What Price Wetbacks."

I appreciate this opportunity of appearing before this subcommittee on behalf of the Texas State Federation of Labor, which is unalterably opposed to the enactment of any legislation which will permit the further exploitation of imported Mexican nationals, under the pretext that agricultural labor shortages exist, and that the services of these contracted Mexican nationals are an absolute necessity in our agricultural economy.

The proponents of imported labor supporting H. R. 3822, which would perpetuate all of the existing evils emanating from the present International Labor Agreement, have failed to show that actual labor shortages exist. No concrete factual statistics have ever been presented publicly to support the statement that there are labor shortages, and this is the very premise on which the International Labor Agreement is founded.

The International Labor Agreement now in effect between the United States and Mexico was designed primarily to outline legal procedures to furnish seasonal agricultural labor in various localities throughout the United States when an actual agricultural labor shortage existed. It was assumed that the expression "labor shortage" meant a real physical shortage of domestic agricultural workers.

In 1954 a total of 309,033 contract workers were imported from Mexico to fill a reported national shortage of domestic workers.

Some 24 States utilized the services of these contract braceros, with California and Texas being the principal consumers. Since others will discuss California and its problems, I will confine my remarks to Texas.

According to figures released by employment agencies in the State of Texas, less than 100,00 contract braceros were employed in the State at the peak of the agricultural labor demand. The lower Rio Grande



Valley, which utilizes the greatest number, accounted for some 52,000; the El Paso and Trans-Pecos area accounted for another 18,000, while the rest of the State utilized approximately 25,000, with the total for the State approximately 95,000.

In 1954 an estimated 123,000 citizens of Texas left the State to seek agricultural employment in other States. Approximately 100,000 of these domestics checked out through the State employment offices, while an estimated 23,000 left the State without using the Texas Employment Commission facilities.

No real labor shortage exists in a State where 123,000 citizens must travel beyond the boundaries of that State to seek employment and at the same time, make room for 95,000 imported Mexican contract workers.

The cycle of the domestic labor force migration starts in the latter part of March. Even at this moment trucks are being readied to haul domestic workers as far away as the State of Washington. In a few more days, the real migration will start to Indiana, Illinois, Michigan, and Wisconsin. Most of these domestics will stay gone until early in December. They have been wintering in south Texas since last December, thousands of them, and most of them have been unable to find work of any kind.

Yet, in spite of this abundance of skilled domestic agricultural labor in south Texas all winter, the USES still permits the recruitment of braceros into the same geographical area.

Since January 1 of this year, until March 11, a total of 2,429 braceros were contracted or recontracted at the USES Contracting Center at Hidalgo, Tex., this at a time when thousands of United States citizens in the same area were unemployed.

MR. GATHINGS. Is Mr. Holley present from the Department of Labor?

MR. McLELLAN. Yes.

MR. HOLLEY. I am here.

MR. GATHINGS. Do you have a copy of Mr. McLellan's statement?

MR. HOLLEY. I have, sir.

MR. GATHINGS. On page 2 here, paragraph 2, he states that in 1954, "an estimated 123,000 citizens of Texas left the State to seek agricultural employment in other States."

Can you furnish us any information on that?

MR. HOLLEY. Yes, sir.

MR. GATHINGS. We would like to have it.

MR. HOLLEY. I will submit it for the record, the report.

MR. GATHINGS. If you would, we would like to have that put in the record here right at the conclusion of Mr. McLellan's testimony, without objection.

MR. McLELLAN. I should like to quote from a news release which appeared in the March 13, 1955, edition of the Corpus Christi Caller-Times and headed "Archbishop Denounces Preference for Aliens."

The Most Reverend Robert E. Lucey, archbishop of San Antonio, stated:

This is the tragedy and disgrace of American agriculture.

The condition which Archbishop Lucey, who serves on a Presidential commission, denounced is the employment of aliens while American citizens cannot find work.

Again quoting from the archbishop:

Tens of thousands of Mexicans who are now American citizens will do "stoop labor" but they cannot live on starvation wages. While charity moves us to help the aliens, we are bound by charity and justice to take care of our own exploited citizens and give them all possible help.

The USES defends this off-season contracting of braceros at Hidalgo as being part of its classified program for the use of "specials."

These "specials" supposedly perform semiskilled tasks, such as tractor driving, irrigating, and the maintenance of irrigation systems, work formerly performed by citizen labor.

However, our field investigations on this "specials" program have shown that skilled craftsmen are being imported from Mexico under the program. These braceros do carpenter work, bricklaying, welding, painting, and so forth, and build homes, garages, barns, warehouses, and have been used to build packing sheds.

Prior to the introduction of this "specials" program, the quoted type of construction was performed by citizen labor.

This practice is in complete violation of the International Labor Agreement, which, in article 1, clearly outlines the type of agricultural work to be performed by the contract bracero. It specifically refers to the maintenance of tools, equipment, et cetera, and to the maintenance of irrigation ditches and canals.

Mr. GATHINGS. Let me ask you there. What percent of these contract workers are engaged in these "special" programs that you mention here?

Mr. McLELLAN. Well, sir, I gave the figures that were released to me at Hidalgo a few days ago.

Mr. GATHINGS. Is it a general rule or just an exception to the rule?

Mr. McLELLAN. No, sir; it seems to be the general practice; in our field investigations we find that considerable construction work is being done by these "specials."

Mr. GATHINGS. It is the purpose of the employer to seek out skilled Mexicans?

Mr. McLELLAN. Yes, sir.

Mr. GATHINGS. Is that it?

Mr. McLELLAN. Yes, sir.

Mr. GATHINGS. Do you have any specific instances in which that is done?

Mr. McLELLAN. I know of instances that I have seen with my own eyes and instances that I have investigated and reported.

Mr. GATHINGS. Over what period did your investigation take place?

Mr. McLELLAN. On this particular type of construction work, only since the early part of December last year until just a few days ago.

Mr. GATHINGS. Where did you travel?

Mr. McLELLAN. From Eagle Pass to Brownsville.

Mr. GATHINGS. What area?

Mr. McLELLAN. Eagle Pass to Brownsville, Tex., an area covering approximately 300 miles of border country.

Mr. GATHINGS. And you were there in December. How long did you travel through that area?

Mr. McLELLAN. I live in that area. I spend a considerable amount of time in the field. My home is 100 miles from the southern tip of

Texas, Brownsville, and approximately 200 miles from Eagle Pass. So it is a relatively simple matter for me to travel in either direction. I do not have with me the actual number of days I spent out in the field since the first of December until a few days ago but I would say that probably 34 or 35 days actually I did spend in the field.

Mr. GATHINGS. Those folks could be Texas citizens of Mexican origin just as well as contract Mexicans?

Mr. McLELLAN. No, sir. I live with Texas Mexicans. I know Texas Mexicans.

Mr. GATHINGS. You know there is a difference between Texas-Mexicans and a Mexican who lives south of the border?

Mr. McLELLAN. Yes, sir.

Mr. GATHINGS. Go right ahead.

Mr. McLELLAN. Nowhere does the agreement mention the construction of buildings, or the construction of irrigation systems, ditches, and canals.

The International Labor Agreement establishes the hourly minimum wage at 50 cents. The agreement further states that regional prevailing wages will be determined by the United States Secretary of Labor, through the medium of regional wage hearings. Should the regional prevailing wage be higher than 50 cents, then the higher prevailing wage rate will be paid.

The failure of the United States Secretary of Labor to hold regional wage hearings in Texas has brought about the general acceptance that the 50-cent hourly rate is the prevailing wage in agriculture. However, this is not the case.

In south Texas, a number of contracting farmers are paying their braceros \$3 for a 10-hour day, or an hourly rate of \$0.30. This practice has become so widespread that the 30-cent hourly rate is the offered rate to domestic agricultural workers, establishing 30 cents an hour as the prevailing wage, completely reversing the purpose and intent of International Labor Agreement.

Recent interviews with braceros in the area between Eagle Pass and Brownsville, Tex., show that a wage-chiseling pattern has been well established and that a number of braceros, including "specials" working a 10-hour day, are receiving actual day wages of \$1.50 to \$3 and being compelled by their employers to sign a payroll which lists them as having received the minimum 50 cents an hour.

In the lower Rio Grande Valley, which embraces the counties of Willacy, Cameron, and Hidalgo, 621 complaints have been filed with the USES since January 1, 1954, most of which concern wage chiseling.

This does not include the hundreds of complaints on file in the various Mexican consular offices in the area, which, because of staff shortages, cannot give these complaints due consideration or processing.

As an indication of the extent of this wage chiseling, in 1953 when the USES had a relatively augmented compliance staff in the field, \$12,000 was recovered in the Eagle Pass area, \$8,000 was recovered, with a number of complaints still under processing, in the Laredo area. This practice through lack of an adequate compliance program, has become increasingly aggravated since 1953.

The average bracero hesitates to file a complaint against his employer for fear of a contract termination. In most cases, where there



has been wage chiseling, the bracero waits until he is beyond the danger of retaliation, when he sees there is no possibility of a contract extension with his employer. Then, knowing that he must return to Mexico, he files for restitution.

It is the opinion of the Texas State Federation of Labor that the Bureau of Internal Revenue should be concerned with this pattern of wage violations, particularly in the cases where the bracero is receiving a 30-cent minimum hourly wage while signing the payroll as receiving 50 cents. A farm operator indulging in such practices and utilizing, as an example, 40 braceros on a year-round basis, based on a 250-work-day year, for tax purposes, could list wages paid as being \$50,000, substantiated by his payroll, while actually he only pays out \$30,000 in wages.

Such practices could not exist with an efficient and adequate compliance staff or program which the United States Department of Labor has pledged itself to furnish under the terms of the International Labor Agreement.

At the present time, there are approximately 120,000 contract braceros in the United States, not to mention the 50,000 who, according to Mexican newspaper reports, have jumped contract. Available information indicates that the USES is servicing the 120,000 braceros, with a compliance staff of 18 or 20 officers, or 1 compliance officer to each 6,000 braceros.

Would you care to question me on that, Mr. Chairman?

MR. GATHINGS. Just complete your statement, and then there will be several questions asked you, unless some member would like to break in at this time.

MR. McLELLAN. All right.

To understand the problems of the bracero and why he should be submissive to the many abuses, I should like to briefly mention the background of the mechanics of recruitment and contracting of these braceros. This subject has been widely discussed in the Chamber of Deputies and the National Senate of Mexico, and has been given wide coverage by the Mexican press. It is no secret.

An aspiring bracero must first obtain a permit to leave his political subdivision; he will not be recruited at the recruiting center without such a permit. To obtain this exit permit the bracero must pay the local official authorized to grant these permits the sum of 50 pesos. The bracero must then journey to the nearest recruiting center, paying his own expenses. If he arrives at a time when no work orders are being processed, he must wait around until such time as work orders do arrive. When an order does arrive, there are usually between 10 and 12 applicants for each job on the work order. To receive consideration, the bracero pays 300 pesos which guarantees him an interview only. If he fails to pass the required tests, then he is eliminated. If he is accepted, however, he must maintain himself until transportation is furnished to take him to the contracting center on the United States border.

Personal interviews with a great number of contract braceros indicate that an average of 600 pesos is required for expenses to reach the USES contracting center.

These braceros speak of the extreme sacrifices made by their families and friends to raise this amount which to the average Mexican cape-

sino—or foreign worker—is a tremendous amount. Actually it amounts to less than \$50 in United States currency.

At the contracting center the bracero is given an indoctrination by a representative of the Mexican Government. He is told his rights, the terms of the contract, and the minimum wage which he is to receive.

The bracero sees groups of his fellows being contracted. The contracting center gossip informs him that the going rate is 30 cents, and not 50 cents an hour, and that unless he is willing to accept the 30 cents offered he might not be contracted. Faced with the possibility of being returned to Mexico without being contracted, or accepting the offered 30 cents, the submissive bracero accepts the 30-cent hourly rate instead of the 50-cent rate written in his individual contract.

The original contracts given the bracero under the International Labor Agreement were for 6-month periods; the original period and 2 extensions of 6 months if such was mutually desired.

Under such relatively lengthy contracts, the bracero was able to earn enough not only to pay off debts incurred in Mexico, but return to Mexico with a considerable sum of money.

However, the contract time period has been reduced, at the insistence of the farmer groups, and the minimum contract time limit is now 4 weeks. The contracting farmer is required to guarantee the bracero 64 hours in a 2-week period, or a maximum of 128 hours in the 4-week period. Such a limited contract places a psychological handicap on the bracero and the vague promise of a contract extension makes him more submissive to exploitation. He realizes that at any time during the 4-week period any protest he might like to voice must be held back for fear that there will be no contract extension.

It must also be mentioned that Mexico is faced with tremendous social problems created by the bracero program. Not only is it luring the best agricultural labor, and some of the badly needed skilled labor from the Republic, but it is also creating regional social-welfare problems in a great number of locations.

As early as February 8 of this year, large concentrations of aspiring braceros had begun to form in the large urban areas of Guadalajara, San Luis Potosi, Monterrey, and Mexicali. Most of these people are without funds. They are being fed and sheltered by the local authorities, but none of the cities mentioned have the proper facilities to care adequately for these people. The numbers are increasing as the harvest seasons in Texas draw nearer.

As an example of how detrimental such concentrations are to the economy of certain regions in Mexico, Gov. Braulio Maldonado of Baja California has had to divert large sums of money originally designated for a progressive public-works program to feed, clothe, and shelter an average of 5,000 campesinos daily who are congregated on the northern border of Baja California. Similar situations exist in other Mexican border cities, particularly in those fronting on the Texas border.

In the last 10 years Mexico has become increasingly alarmed at the mass population shifts from the interior States to the northern border. This is caused by the situations just described and contributed in part by braceros having their families move to the northern border where they can visit with them over the weekends. Population increases along the border have risen at an alarming rate, with some bordering towns showing almost a 500-percent increase in the last 10 years.



The northern border region of Mexico is not developed industrially or from an agricultural standpoint to absorb 10 percent of the available labor force, and so long as this labor force is permitted to remain along the border, it will always constitute a threat to the United States Immigration Service. If this force cannot cross the border legally, then in sheer desperation they will cross the border illegally.

Apprehension of illegal aliens has dropped from an average of 3,000 daily in 1954 in south Texas to the present average of 300 daily. However, we have no assurance that the USINS border patrol will be able to maintain an effective closed border with its present facilities; and it is expected that the acid test will be within the next few weeks as we near the early harvest seasons.

The increased smuggling of aliens from Mexico into the United States is also causing considerable concern. Thousands of aliens are being smuggled into the United States by professional smugglers with false passports and documentation to a degree never before experienced by the Immigration Service.

A study of the records of the Federal district courts in Texas and California, on the basis of sentences imposed by the Federal district judges on alien smuggling cases, indicates that there is a relative laxity in the Federal judicial district in South Texas, where Federal court is held in Brownsville, Laredo, and Corpus Christi. From lists compiled from the court records in Brownsville and Laredo, we find professional smugglers given suspended sentences of from a few days to 2 years, with fines ranging from \$50 to \$100. The smuggled aliens in most cases are turned over to the Immigration Service for deportation.

Because of the evident laxity in these Federal courts, and the comparatively stiffer sentences being imposed in Federal courts west of Laredo, the Texas-Mexican border between Laredo and Brownsville has consequently become the popular avenue over which aliens are being smuggled.

Besides this increased traffic in alien smuggling, a number of other practices have been, or are emanating from the contract bracero program, which may or may not have any bearing on the failure of the Mexican consuls in the consular districts along the border to give the Mexican bracero the vigilant protection he should be receiving from his consuls.

Accusations have been leveled against certain Mexican consular officials indicating that there could be connivance in some of the phases of the bracero contracting. In some of the smaller communities, for instance, to become socially acceptable in a society dominated by farm association groups, the Mexican consular officials find it much easier to be accepted if they adopt the point of view of the farm groups, and concur with them in their views on the hiring of imported Mexican labor. By adopting such an attitude, the welfare of the bracero assumes a secondary importance with the Mexican Government official who is supposed to guard the welfare of the Mexican nationals.

This may be a carryover from the early Mexican revolutionary days when such practices prevailed and were accepted. But these same practices have no place in the scheme of things today, because in permitting such practices to be perpetuated, the United States



Government, joint signatory on the International Labor Agreement, perhaps an unwitting and unwilling party to such practices, through neglect and failure to enforce the provisions of the international agreement as it has pledged itself to do, is nevertheless a partner in the shameful exploitation of the Mexican bracero.

In conclusion, in order to provide a degree of equality for the American workers who must compete with Mexican braceros in agricultural labor, we urge your committee to write into whatever legislation which might be recommended, a clear authority for the Secretary of Labor to carry out the following; these are the recommendations of the Texas State Federation of Labor:

First. That the Secretary of Labor be authorized to certify the need for importation of Mexican nationals in agricultural areas of the United States only after the employers or employers' association has publicly offered to American farmworkers the same conditions of wages, guaranties of period of employment, insurance benefits, housing and transportation, a written contract, and the right to select his own representatives for maintaining his contract, as is now provided in the Mexican nationals' agreement. We suggest that the Department also be authorized to determine what fair and equitable cash equivalent to such benefits as transportation and housing may be when such prerequisites are not supplied to the American worker.

Second. We urge that Congress require the Secretary of Labor to determine the prevailing wage rate to be paid in each agricultural area or region where Mexican nationals may be imported, on the basis of rates paid American workers for work of a similar nature. We also believe that Congress should require the Secretary to establish prevailing wage rates and to determine the actual need for imported Mexican labor only after public hearings are held in each area where application is made for certification of Mexicans. We also suggest that the Secretary establish wage boards composed of representatives of employers and American workers; with a chairman representing the public to conduct such hearings.

We believe that with the above proposals enacted into law, it will be found that there are American workers available for employment on farm jobs, the numbers of workers imported from Mexico will be substantially reduced, and eventually none will be required.

(The material supplied by Mr. Holley is as follows:)

ANNUAL AGRICULTURAL AND FOOD PROCESSING REPORT (ES-225)

(Texas Employment Commission, 1954)

Migratory workers, during 1954 the Texas Employment Commission recruited and referred 17,582 Texas agricultural workers to jobs in 21 States (see table below). Licensed labor agents sent 31,834 Texas workers out of State to jobs in 18 States. The total number of workers involved in this migration was 49,416 and the number of people totaled 60,507. We estimate that, in addition to this recorded migration, there were 7,000 other Texas people who migrated to other States for work, making a total migration of Texans during 1954 of 67,507. Approximately 53,000 of this number of people were workers. The remainder were men too old and women either too old or were needed to care for children too young to work.

*Migratory workers sent out of Texas, by States of destination, 1954*

| State                     | By TEC <sup>1</sup> | By licensed agents <sup>2</sup> | Total  |
|---------------------------|---------------------|---------------------------------|--------|
| Arizona                   | 1,303               | 317                             | 1,620  |
| Arkansas                  | 383                 | 3                               | 386    |
| Colorado                  | 3,959               | 7,344                           | 11,303 |
| Florida                   | 24                  | 0                               | 24     |
| Idaho                     | 4,019               | 594                             | 4,613  |
| Illinois                  | 1,337               | 22                              | 1,359  |
| Indiana                   | 1,082               | 0                               | 1,082  |
| Iowa                      | 40                  | 231                             | 271    |
| Kansas                    | 268                 | 0                               | 268    |
| Louisiana                 | 141                 | 0                               | 141    |
| Michigan                  | 1,075               | 7,085                           | 8,160  |
| Minnesota                 | 550                 | 5,608                           | 6,158  |
| Mississippi               | 95                  | 0                               | 95     |
| Missouri                  | 326                 | 0                               | 326    |
| Montana                   | 23                  | 1,072                           | 1,095  |
| Nebraska                  | 12                  | 860                             | 872    |
| North Carolina            | 0                   | 22                              | 22     |
| North Dakota              | 0                   | 1,990                           | 1,990  |
| Ohio                      | 289                 | 2,376                           | 2,665  |
| Oregon                    | 294                 | 0                               | 294    |
| South Dakota              | 0                   | 362                             | 362    |
| Utah                      | 118                 | 212                             | 330    |
| Washington                | 1,133               | 308                             | 1,441  |
| Wisconsin                 | 1,111               | 2,406                           | 3,517  |
| Wyoming                   | 0                   | 1,022                           | 1,022  |
| Total workers             | 17,582              | 31,834                          | 49,416 |
| Total people              | 24,263              | 36,244                          | 60,507 |
| Free wheelers, estimated  |                     |                                 | 7,000  |
| Total people in migration |                     |                                 | 67,507 |

<sup>1</sup> Texas Employment Commission.<sup>2</sup> Texas Commissioner of Labor.

Mr. GATHINGS. Thank you, Mr. McLellan. Are there any questions?

Mr. HAGEN. He will be available after the other man finishes, will he not?

Mr. GATHINGS. Let us hear the other one then. If you would just retire and we might want to call you back.

Mr. McLELLAN. Thank you.

Mr. GATHINGS. Mr. Ernesto Galarza.

### STATEMENT OF ERNESTO GALARZA, NATIONAL AGRICULTURAL WORKERS UNION, AFL

Mr. GALARZA. With your permission, I would like to change our approach to the discussion just a bit. We have submitted a statement which I think is now before you, and I request that it be placed in the record.

Mr. GATHINGS. That will be incorporated in the record at this point. (The prepared statement of Mr. Galarza follows:)

#### STATEMENT OF ERNESTO GALARZA, NATIONAL AGRICULTURAL WORKERS UNION A. F. OF L., ON MEXICAN LABOR IMPORTATION

Mr. Chairman and members of the committee, the National Agricultural Workers Union is most appreciative of this opportunity to appear before you and to present suggestions for your consideration on the Mexican labor importation legislation which expires at the end of this year.

We are opposed to the enactment of legislation which will authorize the Department of Labor to continue the program of importing Mexican nationals on an indefinite basis as is contemplated in H. R. 3822. We are also opposed to proposals made to extend the legislation for a period of 4 or 5 years. We believe



that if the Department of Labor is sincere in its recent protestations of concern for the American farmworker, the program for importing Mexicans and other foreign workers for exploitation by the large scale corporation farms can soon be brought to an end. We, therefore, suggest that authority be granted for not more than 1 year and that the Department of Labor be instructed to use every means at its command to place American workers on American farm jobs.

We do want to make it clear that we are not opposed to the employment of workers from Mexico if and when there is an actual shortage of labor and all of our own farmworkers are employed at wages and under conditions that will provide them with an American standard of living.

We should like to point out that our union is composed exclusively of workers employed in agriculture, and that many of our members are Spanish speaking Americans of Mexican extraction. Our union has been in this field for the past 20 years, and has constantly sought to present the problems of American farmworkers. On the basis of our experience since the program for importing foreign workers began in 1942, we are convinced that this program was primarily designed for the purpose of providing an abundant supply of alien labor for corporation farmers and to prevent wages and working conditions of American farmworkers from improving. In our opinion, the labor shortage alleged to exist is caused by a shortage in wages paid to our own people.

While the standard of living of all other American workers has been constantly rising, this is not true of the Nation's farmworkers. This is shown in the ratio of hourly earnings of hired farm labor to the hourly earnings of production workers in manufacturing. In 1946, farm wages reached .48 percent of factory earnings and the preliminary figures for 1954 show a ratio of .37 of factory workers' earnings. These figures are published by the Bureau of Labor Statistics and the Agricultural Marketing Service. The reduction in the ratios of earnings of farmworkers started almost simultaneously with the influx of Mexican wetbacks and contract nationals which did not get into full swing until after the end of World War II.

We also want to call to the attention of this committee the fact that there are approximately 125,000 large farm units constituting less than 2 percent of all farms in the United States, and that many of them are owned by corporations. These corporation farms are devoted to mass production of specialized crops which require either large or highly productive acreages of land, expensive farm equipment, and, above all, an abundant supply of cheap human labor, especially during the harvest season each year. These few large farm enterprises hire most of the seasonal labor employed in agriculture, and they are the ones which employ nearly all of the Mexican contract workers imported each year. They have also been the chief beneficiaries of wetback labor from Mexico which has come to the United States each year since the end of the war by the hundreds of thousands.

Last year when the Department of Justice began its series of wetback raids beginning in California and extending through Texas, these corporation farm operators made a deal whereby the Department of Labor undertook to supply all of the Mexican workers needed under the international agreement between Mexico and the United States. While one agency of the United States Government rounded up the illegal aliens and deported them to Mexico, the other Government agency was busily engaged in recruiting workers in Mexico to return them to the United States farms. Three hundred and nine thousand and thirty-three Mexican nationals were imported or recontracted by the corporation farm operators. At the present time in several agricultural areas in California the contract nationals are the primary labor force employed. They are supplemented when needed, first from the wetback population still in the State, and then if there is a need for more workers, the American farmworker may be considered for a farm job. However, practically all known members of our union are blacklisted by these corporation farmers and can only get an occasional farm job.

The Mexican labor importation program has been so badly administered by the Department of Labor that there has been little protection for our own agricultural workers. We were, therefore, not only surprised but pleased to learn that an official of the Department of Labor appeared before your committee a few days ago to say that the extra benefits in the form of job guaranties, minimum wages, insurance, transportation, etc., should be extended to American workers before employers are certified to import Mexican contract nationals. Evidently the little men behind the big desks have now decided that "What's good for Mexican nationals is also good for American citizens."



In order to provide a degree of equality for American workers who must compete with Mexican nationals for jobs on the large corporation farms, we urge your committee to write into whatever legislation may be recommended a clear and unequivocal authority for the Department of Labor to carry out the following:

1. That the Secretary of Labor be authorized to certify the need for importation of Mexican nationals in agricultural areas of the United States only after the employers or employers' association has publicly offered to American farm-workers the same conditions of wages, guaranties of period of employment, insurance benefits, housing and transportation, a written contract, and the right to select his own representatives for maintaining his contract, as is now provided in the Mexican nationals' agreement. We suggest that the Department also be authorized to determine what fair and equitable cash equivalent to such benefits as transportation and housing may be when such perquisites are not supplied to the American worker.

2. We urge that Congress require the Secretary of Labor to determine the prevailing wage rate to be paid in each agricultural area or region where Mexican nationals may be imported on the basis of rates paid American workers for work of a similar nature. We also believe that Congress should require the Secretary to establish prevailing wage rates and to determine the actual need for imported Mexican labor only after public hearings are held in each area where application is made for certification of Mexicans. We also suggest that the Secretary establish wage boards composed of representatives of employers and American workers, with a chairman representing the public to conduct such hearings.

We believe that with the above proposals enacted into law it will be found that there are American workers available for employment on farm jobs, the numbers of workers imported from Mexico will be substantially reduced, and, eventually, none will be required.

Mr. GALARZA. I should like to state, also, that when I finish my remarks, I shall be glad to submit to questioning on the statement and on what I have to say earlier.

May I say, also, at the outset that I do not expect to take more than about 15 minutes of your time.

In years past the International Agricultural Workers Union, with the approval of our parent body, the A. F. of L., has submitted statements on this very issue and they are in the records of this committee. I would also like to stress the fact that we heartily approve the recommendations made to you by Mr. Noakes, as the chairman of our joint labor committee and, of course, by the CIO and A. F. of L.

I should now like to very briefly outline 12 points that I want to make for your consideration. These points do not have to do with the details of how the Mexican labor-recruiting program has worked since I last appeared before this committee last year. Those details are in the records of your committee.

Since 1947 or 1948 our union has been sending to the Department of Labor, to the Department of Justice, even to the Department of State, and to the Department of Agriculture in some instances, the results of our field investigation and consequently at this time in order to supplement more effectively what my colleagues from the other labor organizations have said, I want to generalize, I want to make a series of general statements which I hope you will take due note of.

In making these general statements, gentlemen, I want to point to one thing. Many of the things that we have said, many of the criticisms we have offered, many of the facts we have advanced in the last 7 or 8 years have been of a very critical nature. At times perhaps some of the gentlemen of this committee may have felt that the labor spokesmen, particularly ours, were making, as one gentleman has already said, very strong statements. But there is one thing that is very obvious about the public debate that has been going on between

ourselves and the various Government agencies that have had this program in hand, and it is this:

There is in the record a rather long series of very strong criticisms coming from us, but there is not in the record up to date an answer from the agencies that have been charged with the administration of this program. Let me point to three cases:

We have said time and time again that neither the Department of Labor, nor the Department of Agriculture, nor the Department of Justice, nor the Department of State when it had its finger in this pie, have ever proved the need, the actual physical need for the importation of Mexican farm workers. We have been saying that for 7 years and to this date, they have not met us in public debate, before a congressional hearing, or on any platform subject to the rules of decent discussion to answer that allegation, to answer that charge.

Mr. GATHINGS. Have you ever been in Arkansas?

Mr. GALARZA. I have passed through your State, sir.

Mr. GATHINGS. Proceed.

Mr. HOEVEN. You would not say that this committee was derelict in its duty in continuing the legislation from year to year on your assumption that we did not have the facts?

Mr. GALARZA. So far as we are concerned, sir, may I say this: That we have tried—we, as a union, have tried to get the facts into your record, and they are on your record, but you have not had sufficient supplementary information from the sources to which you were entitled.

Mr. HOEVEN. We are interested in getting all of the information we can. On the basis of the information we have had presented to us in the past, we have continued the legislation, being convinced that there was a need for the importation of Mexican farm labor. If there is no such need, the committee certainly should be fully advised.

Mr. GALARZA. That has been in the past, sir. It is in your records. It is there. Our statement last year was a rather extensive one. I know it appalled some of the members of the committee when it was first handed up.

Mr. GATHINGS. We are still engaged in a study on this question, because we have this legislation pending before the committee at this time, and you are still privileged to present any information that you have at your command which would show there is no need for the continuation of this program.

Mr. GALARZA. May I suggest, Mr. Chairman, that on the question of need for Mexican foreign workers, if this committee will appoint one or two of its members to do a very simple task, a very simple thing, to collate and put together in one pile, in one box in your office, all of the reports and all of the statements and the documents and the photographs, the photostats, the petitions, the personnel affidavits that have been pouring into Washington for 7 years, you do not have to go into the field again to get this; it is in Washington—it is in the records of the Department of Labor—and what is wanted is that this committee will have it before it, and—well, with enough time to go through this documentary evidence that has already been submitted, and on the basis of that, I think you will come to a very adequate appreciation of the things we are saying.

Mr. GATHINGS. We have heard the Assistant Secretary of Labor, Mr. Siciliano.



Mr. GALARZA. I am aware that he has appeared here.

Mr. GATHINGS. We want to hear anyone who will give us enlightenment.

Mr. GALARZA. Mr. Chairman, to go ahead with the outline, I want to make these very serious statements. I do not expect that I shall appear before this committee again in the near future, because, frankly, your record is rather complete. You have enough evidence scattered around in Washington available to allow you to come to a conclusive judgment on whether this is good or not for the American people. These are the marks of a system that you are asked to continue almost indefinitely. The Department of Labor wants you to approve this for 4½ years.

At one time, some months ago, they were asking for an indefinite extension. So, briefly, I want to point this out to you gentlemen.

If you approve, if you extend, without complete and painstaking inquiry on the basis of facts you already have available, the present system, you will be doing 12 things:

You will be giving your approval to a situation that has the 12 following characteristics:

(1) A system of labor recruiting involving the United States and Mexico under which, by reason of administrative laxity, of a lack of adequate information and advice to legislators like yourselves, two governments are engaged in sponsoring a variety of labor rackets.

(2) The Federal Government has been and is continuing to subsidize the unionization of corporation farmers, public funds have been used to bring together corporation farmers who have set up what amounts, from their standpoint, to collective bargaining units, namely, the same function that a trade union exercises or represents for workers.

(3) The Government, the United States Government, is at the present time, and has been under the administration of this program, subsidizing the legal importation of wetbacks. I would like to have you consider what it means to have a program approved by you and the Congress of the United States, by which Mexican citizens are brought to this country legally as contract workers, but the conditions of the program being such that sooner or later thousands of them become wetbacks. They become illegal residents. When they come in they come in under Government subsidy. Perfectly straight, nothing to be criticized about that except the economic features of the program, but once they are here I say the circumstances of the program are such that they are encouraged and they do become illegal residents.

So that I repeat, under the present operation of the program the United States, the people of the United States, with the taxes collected from them, from the taxes collected in the county of Santa Clara, from myself and my fellow residents, a very small proportion, \$1 million or \$2 million or \$3 million, I do not know what it amounts to, is being taken to subsidize the legal entry of Mexican illegal residents.

(4) You have in this program something which amounts to a reversal of the policy of the Federal Government which is supervised by the President's Commission on Government Contracts.

I have noticed on the car cards of the buses and the streetcars of the District of Columbia, the following advertisement: That the President's Commission on Government Contracts enforces a policy of no



discrimination with respect to color, race or nationality in respect to Government contracts.

And yet the way this program operates in the southwest, Mexican nationals, that is, people whose national origin is Mexican, who are now Mexican citizens, under certain conditions get preference of employment over American citizens.

(5) Discrimination against citizens of the United States has now become a fundamental public policy in the United States. Up to the present time you are no doubt familiar with the contracts which are signed with Mexican nationals—they provide for certain prerequisites, services, certain kinds of protection and guaranties which are not made available to American citizens.

These may be necessary inducements to bring the Mexican nationals up here. I am not debating that question at the moment. I am simply pointing out that these advantages of employment are not offered to American citizens. They are explicitly excluded from the bargaining or in the employment relationship when an American citizen goes to ask for a job on a corporation farm in California.

(6) During the last 6 or 7 years, the progress of mechanization in the southwest, for example, in cotton has become quite impressive. Mechanization has also taken over in such branches of agriculture production as lettuce-growing for instance, in packaging. I would like to point out to you gentlemen that in agriculture you have heard about automation in the automobile industry, and it is a very important public issue at the moment.

Well, I want to call your attention to automation in agriculture because in agriculture we have an additional feature taking place. Not only are machines displacing or replacing American citizens doing much faster work by mechanical means, but as this process takes place, we are bringing in Mexican nationals who are also paid lower wages than the Americans have been accustomed to receiving on that particular job. In other words, in lettuce, for instance, a machine comes in and displaces a certain number of American workers, and at the same time, the few who might still have jobs are kicked off the job because Mexican nationals are brought in at a much lower wage to supplement the displacement of the machine. I ask that you give your attention to this because it is one of the most significant of our problems.

(7) As the program that you have under consideration has developed we find this: That the value of the work which a working farmer does on his land, the man who goes out and plows with his tractor or digs a ditch with his hands, and there are millions of such farmers in our country, the man who actually works his land, the small-family farmer, is having his labor devalued, devalued by this program. I mean this.

In California, where I have talked over the last 7 years with a large number of small farmers, men and women with 5, 15, or 20 acres, men who work their own land, they are now coming to realize that, if their work was worth \$5 or \$6 or \$7 a day at a certain period in the past, because that is what their products brought in the market, now their sweat is not worth that much.

Why? Because on the next ranch, a corporation ranch, Mexican nationals are getting one-half of what they used to get 4 or 5 years ago. This is a simple obvious thing. If you have millions of American

farmers who are investing not only their own money, but their own sweat into daily labor when they put their products on the market, whether it is lettuce or beets or whatever it may be, or sugar, sugar-cane, they cannot get any more than a competitive product coming from a corporation farm gets on the market. So the devaluation of the daily work, the daily sweat, the daily exertion of the small farmer is actually being accomplished indirectly by a program which, for 7 long years, has not been given this kind of notice by Federal officials who are paid to give it that kind of notice.

And I submit to you gentlemen that in bringing this argument before you, we are no less interested that you should consider the effects, the economic effect that this program has upon the small farmer as well as upon the wage earner.

(8) This present program is characterized by what might be called the dumping of Mexican misery on to the United States.

May I call your attention to a paragraph in the message presented by the President of Mexico, last year; I believe the date is the 1st of September of last year. And in that message he has a very interesting paragraph. He refers to this Mexican recruiting program and he makes a few general comments about the program itself, and then he goes on to say—I am not quoting directly, I am paraphrasing.

Mexico, unfortunately, is not yet able to take care of the people who are seeking employment in the United States. He said, we have an annual increment of about 800,000 new mouths to feed in Mexico. And we do not have the sources of employment. So he concludes by making the very strong inference that this program with the United States will have to continue because this is the only way that Mexico has of safety-valving the tremendous pressure that is building in the Mexican economy by reason of this increment of nearly 1 million new people to feed. If you have been in northern Mexico, or in western Mexico, as I have been many times—I was born in Mexico and I go back frequently—you would completely be impressed, deeply impressed, with the degree of misery that strikes you in the face; it hits you in the eye; the misery penetrates your nose. This is the situation, the social situation in Mexico for which we are serving as a safety valve.

If you are ready to commit your Government to a permanent policy of taking in this tremendous torrent of thousands and thousands of people who are driven from pillar to post, who have nothing to eat, who are on the verge of starvation, I say let us do it candidly. Let us do it honestly, openly, and frankly, but let us not cover it up with a myth which has been proved to be such over and over on the record, that we are doing it because there is a need for such labor in this country.

(9) I make the statement that the ineffectualness of joint international governmental action in this program has been proved over and over again. What do I mean by that? Gentlemen of the committee, it is quite impressive when you read the documents in the record and when you listen to your debates, your discussions on the floor of the House and the floor of the Senate, and when one goes to Mexico and listens to the same thing down there, your counterparts in the Mexican Chamber of Deputies and the Mexican Senate, and read the Congressional Record of Mexico, one is very much impressed with the fact that the 2 Governments, the 2 Republics, the 2 Nations that we might



say are outstanding democracies of the Western World, the United States and Mexico, committed, as the record shows, to a worldwide defense, to a worldwide policy of raising living standards, of preventing the exploitation of people who are on the verge of misery and on the verge of revolt—when we consider the enormously powerful and influential position of this Government at any rate, and certainly the great prestige of the Mexican Government in its foreign relations, then one wonders why this combined power has been so ineffectual in eliminating or at least in defining clearly this problem in the Southwest. One wonders whether we really mean it.

Is it possible that two powerful Governments with their tremendous resources have, after many years of study and hearings and investigations, reached no better position, are no better off today, than they were 10 years ago? The situation in the Southwest today is worse than it was in 1942. And yet here we have the two outstanding Governments of the Americas committed to rectify the situation, and it is not being rectified.

(10) Not only have we become ineffectual as governments—I am speaking of Mexico and the United States—but we have now hit upon a new approach, a new diplomatic approach, to solve these problems. It is the blackjack diplomacy. I was in Washington last year when we tried desperately to persuade the Congress of the United States not to set up this unilateral system of determining certain questions that arise out of the agreement. We failed. And so today you have that situation.

We do negotiate with Mexico. We go through the formalities, but if an issue is raised which is important enough and critical enough, we reserve the right, and that has been exercised, to sweep aside all agreements with the Mexicans and say: "Well, you do not want it, but we do, and so help us, we are going to do it our way."

Now, in a matter which is so critical, which is so symbolic, and which is observed so very closely by the rest of the Latin-American peoples and the Governments, we submit that we cannot afford as a people or as a government to have it told, to have it known, that we reserve the right to make these hardboiled final decisions subject to no appeal, subject to no negotiation, from the other side of the table.

(11) And I am nearly through—we wish to underscore this fact. In the American economy the settlement, the determination of wage rates, is usually done through collective bargaining between unions and their employers. Only in rare instances is it this, that a wage is set by the dictum of a government agency. But please note this:

The workers' wages in agriculture in the Southwest since 1942, the wages of the people we represent, the huge mass of migratory families, their wages are not set by collective bargaining. They are not set by negotiation. They are not even set by hearings, by public hearings.

They are set in this way: The farmers' associations of California say we will pay so much and no more, because we can get Mexicans at this wage. If the local citizens want to work at that rate, fine and dandy. Let them come in, but if not, we will get Mexicans. Then that is passed on through the echelons of the State and Federal Governments until the thing finally hits the desk of the President of the United States. And by Executive agreement directly he approves and ratifies the original wage scale set by the corporation farmers.



In other words, we now have a new system, a new wrinkle, in the American economic and political system. We have over 2 million farmworkers who are affected by a system of wagesetting whereby the President of the United States, completely uninformed as I am sure he must be, simply says this in fact—under the power of an Executive agreement—we will go ahead with this program and the wage rates are frozen at that level. And, gentlemen, we submit that is unjust and it is not appropriate to our system of government.

Finally, No. 12, the records will show, I do not have with me the document because I did not think I need to bring them. I have given your committee and the Department of Labor through the American Federation of Labor, the facts before. They are there for you to locate and to analyze.

But this is a fact: Since 1942 we have been analyzing, we have been discussing, we have been meeting, we have been talking with Government agents in the various Departments, Justice, Labor, Agriculture, and Immigration and for many years we simply said, now watch out. These are problems that are going to arise. Why don't you foresee them? Why don't you avoid them by doing, by taking intelligent precautions? At this point, gentlemen, we have reached the end of the rope. Because, in the record we have seen, as we have said, when we had a legitimate complaint, when the record proved that hundreds of our citizens had been thrown out of jobs, I mean the boss went into the field and fired them—we have submitted photographs showing those people waiting by the side of the road, begging for the jobs they had the day before. When we have submitted all of this, and we were either not heard or we were told that this was not a legitimate complaint, then we fell back upon what is a fundamental right of an American citizen, we have asked for administrative hearings. This is a fundamental right of an American citizen to be protected against arbitrary action from Government administrators. Do you know what we have been told and it is in the record for you to read? We have been told by Government agency after Government agency that we, as farm workers, do not have the right to an administrative hearing. I conclude on that point, gentlemen. Because I have one more recommendation to make.

I want to apologize to you—I know I have seemed dogmatic but, gentleman, will you keep in mind this: You are legislators. You have been selected by your constituencies as men who are prominent in public life, whose record and character has indicated you as fitting representatives for all of us. And you come to Washington and you live in an atmosphere of serious discussion and intense work and you are not in the field. You are not expected to be. That is not your job. You are our representatives and we are the representatives and we live in the fields. But when we, when a person like myself comes to you from Mendota, from Bakersfield, from Imperial Valley, and hundreds of other points in California, I might mention I was there last week and I come to you warm, I won't say hot but certainly warm, with the impression I get of people who do not have any money in their pockets to buy a loaf of bread next week. Why? Because their jobs have been taken by Mexican nationals and because they cannot get an administrative hearing from the Department of Labor to settle this thing once and for all. And so I request, in addition to these other

things that have been asked of you, I make this additional recommendation:

That if you find it possible, you will appoint a subcommittee from your group to examine, to X-ray this composite heap of festering evils, because they are there. You do not know they are there but they are there. Appoint a subcommittee to give this thing a careful and patient analysis, and study so that you will not have that sense of pressure that you have in these hearings because people come down to you under emotional strain, like myself, people with a great sense of urgency, but if you will refrain from rubber-stamping, from O. K.ing, from approving a system which has all of these characteristics which I have mentioned so that you may not commit yourselves irrevocably to it and come back 6 months from now, have collated this enormous amount of material which is at your disposal which will take time to read and analyze and put together, if at that time you come back with the judgment, the verdict that, nevertheless, in spite of all of these things, this must be the public policy of the United States, we will be at the end of our road, we will know that we have no legislative relief, and we will have to reconsider the whole problem in the light of other possibilities.

Thank you very much.

Mr. GATHINGS. Are there any questions of the witness?

Mr. POAGE. I would like to ask, particularly of Mr. McLellan, a question or two. I do not want to impose on the committee here. I do not know whether you excused Mr. McLellan.

Mr. GATHINGS. Here is Mr. McLellan. These 3 were sitting together, we understood, at the table and all 3 can be questioned at one time.

Mr. POAGE. I thought there was a great deal of similarity in Mr. McLellan's approach and Dr. Galarza. I thought that the approach was quite similar in 2 or 3 respects. I could not quite reconcile it. I believe that the statement was made by both of you gentlemen that Americans do not get as much actual pay for farm work as Mexican nationals. Is that correct?

Mr. GALARZA. I speak for California.

Mr. POAGE. I believe you made substantially the same statement.

Mr. McLELLAN. Yes, sir; in south Texas, any area in Texas where there are braceros, contracted Mexican nationals, the citizen labor does not receive the same wage scale or the same fringe benefits as the International Labor Contract.

Mr. POAGE. But then I understood you to suggest that the Mexicans get less. Dr. Galarza, I believe, said that the Mexicans are being paid less and therefore displacing the American farm worker. If Mexicans get less and displace the American farm worker, then how do we reconcile that fact with the complaint that the American is getting less?

Mr. GALARZA. This is what happens in California. I am referring not to just the last 10 months but to the last 7 years. On the face of the UFA contract signed by a large farm and a Mexican bracero—that may call for a wage rate of say 82½ cents for harvesting. You have to do two things. You have to check that rate with what American citizens in that area were getting previously to determine whether it is an up or down trend. And, secondly, you have to then check to see whether the bracero actually gets 82½ cents.



Our long observation in California shows this: First, that the 82½-cent rate which I am taking as an example represents a wage lower than the historic wage in that area for that crop.

Mr. POAGE. About that, though, isn't it an economic fact that none of us can escape that no industry, no agriculture, can pay more than the returns of the industry or agriculture? It is true that cotton brought 45 cents at one time in California. I recall that it brought it in Texas, brought it in other places. And wages were higher than they are today. For Mexicans, for Americans, for anybody else.

Is it not true that you cannot pay out of the products of agriculture an ever-increasing wage or even maintain a wage on the present falling price structure for agriculture?

Mr. GALARZA. May I ask a question there or may I make an observation?

Mr. POAGE. I wonder whether you will answer my question.

Mr. GALARZA. May I answer your question?

Mr. POAGE. I would be delighted to have you answer it.

Mr. GALARZA. We have raised that question in that very form for years with respect to the corporation farms that have been guilty of these practices and we have yet to see the record of what that income has been. If it is true that their income has been falling, there is a legitimate economic reason for discussion. But we do not know.

Mr. POAGE. You do not know. I think then you are the only person in the whole United States who does not know, because it is certainly a matter of public knowledge that cotton brought 45 cents a pound.

Mr. GALARZA. That is not the income, that is Mr. Russell's income in California and he is hiring thousands of Mexican nationals.

Mr. POAGE. Cotton brought 45 cents back at a time when you say these wages were so high.

Cotton brings 30 cents a pound today. That is a very substantial drop. I do not believe that anybody, whether he is a corporation farmer or a one-man farmer, can pay the same wage out of 30-cent cotton that he can pay out of 45-cent cotton.

Mr. GALARZA. You do not believe but do you know?

Mr. POAGE. Yes; I know. I have been in the business long enough to know that.

Mr. GALARZA. Do you know that W. B. Camp of Kern County cannot pay the wages he paid 10 years ago to his employees? You do not know and I do not know.

Mr. POAGE. Certainly I know it.

Mr. GALARZA. You know more than Mr. Camp does.

Mr. POAGE. Mr. Camp's prices have fallen just like everyone else.

Mr. GALARZA. Have his profits?

Mr. POAGE. I do not know at what rate his profits have fallen but I do know that his prices have fallen and I know that no man can have profits in excess of his gross income. I know that his profits have to come out of his gross income. I know that as his gross income goes down, he must reduce his expenses or he has got to get out of business. Or you have got to arrange some means whereby you give a much larger share of that income to the labor than you were giving at the time that you say was an ideal period. You point out that there was a time 10 years ago when these people got a much higher wage in California.

I think that is true. I think that is true in Texas. I think that is true whether the man was working as a bracero under a contract or



whether he was working as a share cropper down in the delta. I think it is true of all of us. Now all I am asking you is how can agriculture or any other industry pay a stable wage if it is faced with declining prices for its products, that is all I am asking.

Mr. GALARZA. I will answer the question by saying this, if you will take the corporation farmers of California, Camp and Russell and the rest of them and if you can get together with us, and through your power as a Member of Congress, get the facts as to what have been the profits, what have these people made in the last 10 years, you travel to the Central Valley of California and you see a blooming empire before you—it is most impressive. That is what you see between Fresno and Bakersfield. And yet, what do you see in that country? The most utter misery, the longest continuous slums in America are in that area. And if your investigation will show that from 1940 to 1955 all of these large corporation farms have not only suffered declining prices, but declining profits that they are going into the red, we would be glad to recognize that. But you know the answer we get is exactly this answer, that the general trend of prices has been lower consequently ipso facto, and ergo and logically we have lost the money. And yet the facts, the patent facts show that these people are making more money today than ever before.

Mr. POAGE. You might show that certain farmers are making money. They would be a small part, a very small percentage, of the farmers. They would be a very small part of the people who—

Mr. GALARZA. They produce half of our commercial crop.

Mr. POAGE. That, I think, can be disputed. Personally, I do not believe that.

Mr. GALARZA. In California.

Mr. POAGE. I do not think you have any figures to show that.

Mr. GALARZA. I will submit the figures.

Mr. POAGE. But be that as it may, it still leaves the fact that thousands of these farmers who are employing Mexican labor are operating certainly without profit and they simply cannot pay the wages they could pay 10 years ago, but it seems to me that all you open up there is the question which is entirely a different question of "what percentage of earnings of any industry—whether it be agriculture or manufacturing—should go into labor? There is always a considerable argument and I think a perfectly sound argument that can be made as to what the percentage should be, that goes to labor. But to me, it seems utterly fantastic to assume, as you seem to be assuming, that the profits of agriculture are just as great on 30-cent cotton as they are on 45-cent cotton. To me that is so fantastic that it weakens what seems to me to be the very nice presentation that you have made.

Mr. GALARZA. Would it be any more fantastic than to compare the relative percentage of the wage paid for harvest labor in California, than the wages paid for production labor in automobiles, for instance?

Would you not say that is an economic fact and one worthy of your attention to find that in certain crops of California, some workers two years ago whom I investigated, were making their share, their percentage, of the final product, the final sale of that product on the market was less than 3 percent?

Mr. POAGE. What were those crops?

Mr. GALARZA. Those were in the fruit belt of the apricot and peach belt in Central California.

Mr. POAGE. I thought so. That seems to me to be a terrible reflection on our Secretary of Agriculture who tells us that "If, perchance, we find that one crop is going to be more profitable than another, that people always shift to it. If you will just take out all price supports, you will have everybody getting into the more profitable crops." There is no restriction on going into those crops that you just named. It seems to me that the Secretary, if he is even 10 percent right, and if you are 10 percent right, that then there should be a great stampede from our cotton and wheat and rice and tobacco into these crops in which the proprietor makes such enormous profits as you just pointed out.

Mr. GALARZA. Why should you say there is no such stampede? That the big cotton growers in California are not stampeding out of business?

Mr. POAGE. I would say that there is no such stampede because you simply are wrong about the ratio that exists. That is what I would say.

Mr. GALARZA. Because they are making money.

Mr. POAGE. Because I do not think that the apricot and peach people are making the kind of money that you are suggesting?

Mr. GALARZA. Some of them are California packing corporations making good money.

Mr. POAGE. I do not believe it. I do not believe that Mr. Camp and the others that you have named out there are so ignorant as to what their neighbors are making that they would not go into that business if they actually found that the situation exists that you describe.

Mr. GALARZA. They are in the business, sir.

Mr. POAGE. They would get out of cotton if anything as profitable as you describe were there. May I develop a point that Mr. McLellan has raised.

Mr. GATHINGS. We are glad to have you ask any questions.

Mr. POAGE. I believe you suggested there were 123,000 citizens of Texas left the State in 1954?

Mr. McLELLAN. Yes, sir.

Mr. POAGE. How do we check that? I know how we check the number of people who came in from Mexico legally, but how do we check the number of American citizens who left the State?

Mr. McLELLAN. I received these figures, they would not give me actual figures. In other words, they give them to me in round sums, employment commission at Austin got them about 4 weeks ago.

Mr. POAGE. How does he determine that?

Mr. McLELLAN. I imagine, sir, that they are gathered from the various offices, the district officers, the regional local offices of the Texas Employment Commission.

Where a great number of these truckers check out of the State of Texas, to comply with the law of Texas—

Mr. POAGE. How do you mean they check out?

Mr. McLELLAN. They report to these local offices, and they are given some sort of license or permit to leave the State of Texas with their passengers, their crews.

Mr. POAGE. What sort of license or permit does anybody have to have to cross from the State of Texas over into the State of Oklahoma? I would not know. I have done it many times.

Mr. McLELLAN. I believe, sir, it is under the labor contracting provisions of the labor laws of Texas.

Mr. POAGE. Now wait a minute.

Mr. McLELLAN. I am not too familiar with the law.

Mr. POAGE. Most of these people as I know them, and I live in Texas, and I live up in the part of the State through which they are moving—you live down in the south end from whence many of them come—I live up in the part through which they move. Most of these people as I know them, come through generally driving their own trucks or old cars. Many of them winter at San Antonio. As we know, that has been customary for many years. I think probably there are 100,000 people.

Approximately 50,000 people winter in Bexar County every winter. They go there because they like to go to San Antonio. I think it is a lovely city, too. They spend the winter there. They then go up to Colorado to the beet field. They go north even to Michigan. They are American citizens. They have the right to cross that Red River. They do not have to account to anybody in the world that I know of. I never knew anybody that they had to give an accounting to when they crossed that Red River or when they crossed over into Arkansas. I never knew anybody that had any right to demand some kind of authority for me to cross that Red River.

Mr. McLELLAN. If I may interrupt you at this point: I can remember very clearly a short time after the end of World War II, when a very tragic incident occurred at Texarkana, Tex., as you may remember, too.

Mr. POAGE. Yes, I think I do.

Mr. McLELLAN. When a number of trucks were stopped by armed guards from going into Texas—armed guards, and these men, these truck drivers with the crews were halted in Texarkana, Tex., and forbidden under pistols.

Mr. POAGE. Do you agree that there was no legal basis, no right to do that? You agree to that, do you not?

Mr. McLELLAN. I do not propose to debate the laws of the State with anyone on this committee because I am not familiar with them.

I do know there is a requirement that these truckers are to be required to check out of a local Texas employment commission office, to state the number of passengers on the truck and tell the destination.

Mr. POAGE. You agree that really this is nothing but the rankest kind of estimate which you have given. But let us assume that there were that many people who left Texas, how many do you suppose?

Mr. McLELLAN. I do not propose to accept that. The rankest type of estimate. I am giving the estimate given to me by an official of the Texas Employment Commission. If he is wrong, I am only quoting him.

Mr. POAGE. How many were leaving Texas before World War II?

Mr. McLELLAN. Here we had very few before World War II.

Mr. POAGE. On what basis do you make that statement?

Mr. McLELLAN. Sir, I live in south Texas.

Mr. POAGE. That is right.

Mr. McLELLAN. I have lived there for 18 years. I live in what is considered the very heart of the migratory labor area, practically.

Mr. POAGE. The heart of the migratory area is Bexar County.



Mr. McLELLAN. I disagree with you entirely. The heart of the migratory labor area is from Hidalgo, Willacy, Cameron, and Starr Counties.

Mr. POAGE. It happens that I was a member of an investigating committee of the State senate some 20 years ago and went to Bexar County, and the superintendent of schools there told us that he had every year at least 20,000 students come there who stayed there only 2 or 3 months and that they always left along about the first of March or April and went North. There was not any bracero law in those days. It could not be attributed to any kind of Federal legislation because there was not any. That was 20 years ago. And he told us that he did not have enough seats in the schools at San Antonio. In Bexar County, to seat them all at one time, all the children he had on the rolls of Bexar County because he had never had them there at one time. He said that always happened and that Bexar County had experienced that for a good many years prior to that time. That was before World War II.

All I am suggesting is that my experience has always been that this migration that you describe took place; probably did take place as you suggest, but it took place years ago, just as it does today. It is a historic thing which has been going on for years and years. It has not been changed by any recent legislation. It is taking place today just as it took place 20 years ago. And it is taking place because these people want to move north when warm weather comes. They probably find higher wages in the northern cities. But they are American citizens and they have a right to move.

That is what I am trying to suggest.

Mr. McLELLAN. May I suggest something?

Mr. POAGE. Certainly.

Mr. McLELLAN. Ten years ago the interstate migration absorbed the greatest part of the migrating force from south Texas. I am sure that if the records were made available 10 years ago there was a very, very small percentage of these south Texans or Tex-Mexicans, as we call them, who even left the States and those who did so went into Colorado and some went into California, to work in the fruit belt. That was between school seasons. But today the migration starts early, the latter part of March and extends on into December. The original migration was from the coastal bend area, and the Laredo-Eagle Pass area where these migrants came into south Texas and worked the crops and gradually worked north, until they reached the point north of San Antonio where two migrating forces diverged. One went into the Texas-Arkansas area and the other headed out to west Texas and the Lubbock area to work crops. They were usually back in time or shortly after school started in the latter part of September—latter part of October. Our people have been pushed farther north year after year. I spoke with some truck drivers a few days ago, in LaJoya, Tex., who are preparing the trucks to head right away. They are probably on their way now to the State of Washington. The reason they gave me for going is that is the one place where they can make approximately \$7 or \$8 a day. I disagree with you completely on this idea that these people migrate because they like to migrate.

Mr. POAGE. It happens that I was in Texas last week, or week before last. I am not talking about central Texas at the moment. The

wages are not as high there as a little farther west. I am talking about Throckmorton County. The farmers complained to me that they had to pay \$8 a day and provide the dinner, lunch, you may call it, but we call it dinner out there, give \$8 a day and furnish dinner for any hand to work 8 hours a day. And they do not get many of them. That they needed help then and there. They do not need Mexican braceros. They do not employ them. They employ 1 or 2 men at a time. These American citizens have a perfect right to go and apply for those jobs and could get them if they went but they do not want that kind of job. They want to work as a group, and they go as a group. They are not seeking the job which last 1 or 2 weeks. They go as a group. Because they prefer it. It is convenient. It creates a social situation that is desirable. There are jobs in Texas right now because I, myself, saw the demand for them less than 10 days ago at \$1 an hour farming in Throckmorton County, Tex.; if any of them want to go there, I know that is the case. The farmers there will not contract any hundred men. They will not contract a dozen men. But 1 farmer will employ 1 or 2 men and 1 another 1 or 2.

Unfortunately, these people you refer to want to travel with their families. And they do travel with their families. They primarily seek work for the whole family group, and it creates a situation that does not fit in with the ordinary need of the small farmers for labor.

Unfortunately the bracero and the American national of Mexican origin who ordinarily travel in the United States do fit in with the needs of the large farms and not with the small ones.

These people provide a bloc of labor at a time and not for scattered labor here, there and beyond. If the migrant did, he would integrate himself into the community and would fill up that gap that unquestionably exists throughout a large part of northwest Texas today in the way of need for labor.

I think, however, that you well summarized this whole problem and I think we should bring it to the attention of the committee, because I think these words are so true, on page 7, in paragraph 2, you have stated, speaking of the labor force along the Mexican Border, in Mexico: "If this force cannot legally cross the border, then in sheer desperation, they will cross the border illegally."

I think you have stated a truism there that simply has to be recognized. I have been so disappointed that so many people have not seemed to recognize this in their discussion before this committee. It is so true that I want to commend you on that statement that this force, this labor force that builds up in northern Mexico, of Mexican citizens, when you state—"If this force cannot cross the border legally, then in sheer desperation they will cross the border illegally." We must all know that to be true.

It has happened a hundred years and it will continue to happen as long as we have the great difference in wages on the two sides of the border.

It was suggested to the Mexican Government and my hat is off to them, I think they have done a grand job; they are trying to improve the conditions but they have a long ways to go in Mexico.

Mr. GALARZA. May I make a comment? I think you can summarize the situation in that respect, sir. The Mexican Government has hit upon a very interesting fiscal device for subsidizing its misery. It is taking out of the wage tax on the lowest paid American worker. If



you approve that, may I register my disapproval. I do not think the Mexican Government has a right to subsidize the misery of its people, by sending them out of sheer desperation as you quote, to the United States, where they have a slight improvement.

Mr. POAGE. I was quoting Mr. McLellan's words.

Mr. GALARZA. I am quoting his statement—by sending them to the United States thereby obtaining a slightly higher standard of living which is much lower than the standard, minimum standard of living to which our underpaid workers are already forced. I submit that as a statement of international economic cooperation that is directly contrary to every commitment that this Government has made in 40 years of inter-American relations.

Mr. POAGE. I do not want to get into an argument about some mistakes the Mexican Government has made. It makes them like we do. I think the Mexican Government, as we have known it in the last 30 years, has probably made greater progress than any government in the world. I have said that before, I will say it again. I think the Mexican Government has done a wonderful job. The Mexican Government had a long ways to go. It still has a long ways to go. I hope that it makes the grade. I would like to see us extend a helping hand rather than a fist to the Mexicans who are trying to improve their standard of living. I am glad to see them improve their standard of living. I hope that in time Mexico raises it to the level of the United States and I think, if given time, the Mexicans will do so. They are not going to do it in your or my generation or in the lifetime of anybody else who is here in this room. As long as that disparity exists, that group of workers is bound to cross the river, as was so well pointed out; what are we going to do about it? I have listened with a great deal of interest and I see nothing in the statements made this morning that suggests how we should handle this situation other than that these statements criticize the present handling, criticize the present administration of the law, and I think there is much to criticize, but if our officials are not enforcing the law, isn't our recourse rather to the administrative branch of government rather than the legislative branch? Do we cure the malenforcement of law simply by passing more laws to be malenforced or should we go to the head of the administrative branch, who is the President of the United States, and seek to secure the administration of the laws as they have been passed?

When any man falsifies a pay roll and turns it in on his income tax return, you know and I know that he is guilty. You know he is guilty of a Federal offense. I know it. Why not seek prosecution?

You suggested, Mr. McLellan, and I want to see if I am right, that Judge Allred is not interested in seeking enforcement of the law, as Judge Thompson is. Is that correct?

Mr. McLELLAN. I did not suggest it. I stated it.

Mr. POAGE. I wanted to be sure you stated that Judge Allred is not in favor of enforcing the laws and Judge Thompson is.

Mr. McLELLAN. That was my statement. I said there is judicial laxity in the Federal courts presided over by Judge Allred, if we were to be specific, and that stiffer sentences are being handed out by Judge Thompson.

Mr. POAGE. I want to be specific because I think we ought to know that.



Has there been any effort on the part of those who have felt aggrieved at the failure to enforce the law to secure any prosecution in Judge Allred's court and any evidence on his part that he would not prosecute to enforce the law whenever any evidence was presented to him that the law was being violated?

Mr. McLELLAN. I think the United States Immigration Service official would be much better prepared to answer that question than I am.

Mr. POAGE. You said that Judge Allred was lax. I want to know if you know of any case where Judge Allred has failed to prosecute to the fullest when facts have been presented to his court that indicated a violation of the Federal law in his judicial area?

Mr. McLELLAN. Sir, I will be very happy to bring a complete list of cases, tried in the Laredo and the Brownsville courts, which I have in my hotel room here in Washington, January the first until last session of the Federal court.

Mr. POAGE. I did not ask for a list of cases, I merely asked if you had such cases? Do I understand you to say there are such cases?

Mr. McLELLAN. Yes, sir.

Mr. POAGE. Then your charge is definitely that Judge Allred is not doing his duty as a Federal judge?

Mr. McLELLAN. Well, sir, I am not qualified to say that. I say that there is discrepancy between the sentences being imposed in his court and those being imposed in the courts west of there.

Mr. POAGE. You go further than that. I am just asking if you know of cases, you told me you did just now, where evidence was presented to Judge Allred, that the Federal laws were being violated, and he did not prosecute them. That is what you said, is it not?

Mr. McLELLAN. I did not say, "did not prosecute them." I said that his judgment was lax and weak; his sentences were not nearly as stiff as they were west of his judicial district.

Mr. POAGE. Then you tone it down to merely a proposition that you disagree with the amount of the sentence that the judge has been imposing? You are not then charging that the judge, in your opinion, is deliberately trying to see that the laws are violated in his area?

Mr. McLELLAN. I made no statement to that effect. I did not even imply that. I implied. I did not only imply but I stated.

Mr. POAGE. I do not want any wrong implication.

Mr. McLELLAN. I stated for the record that there was a discrepancy; there was a difference between the sentences in the courts west of Laredo and that there was a pronounced laxity in the courts in Brownsville, Laredo, and Corpus Christi.

Mr. POAGE. I would be more than happy to have you supply a list of the cases.

I have enough confidence in Judge Allred to believe that he will prosecute any case where the proper evidence is presented to him, and I do not believe he will condone the kind of thing that you have described here as being common in south Texas. I do not believe it is common in south Texas.

I will not say there have not been instances of it. I think there are rascals in south Texas, the same as there are in Washington, D. C., and everywhere else.

I do not think that it is a common thing or a general practice as you have described of falsifying the records. Or of turning in false in-

come tax returns, and I do not believe Judge Allred approves anything of this kind.

Mr. McLELLAN. Then, sir, you do not know south Texas.

Mr. POAGE. I confess that I have been fortunate enough to live in central Texas most of my life. I consider it a great pleasure to have had the privilege of living in that section of the State.

Now I notice that you gave considerable discussion to the increased smuggling of aliens into the United States.

You said you were much concerned about it. So am I. In view of your statement just two paragraphs above, that if this labor force cannot legally cross the border, in sheer desperation they will cross it illegally; do you believe that the repeal of this law will, in any wise, mitigate or minimize the smuggling of aliens?

Mr. McLELLAN. I did not necessarily say that. I do not intend to mean it. I am showing the situations which have been created partly through this international labor agreement——

Mr. POAGE. Do you mean to say that this law increases the smuggling of aliens?

Mr. McLELLAN. We are talking about two different things.

Mr. POAGE. I know we are talking about two different things but you get them within two paragraphs of each other in your statement. I want to get them together. You talk one way, when you were talking about what is happening on the Mexican side and then you talk the other way when you talk about what is happening on the American side. I want to get them together. I have known of no honest effort made on the part of the United States and I certainly know of no serious manner in which we could approach the problem of preventing this illegal movement into the United States, except through legislation similar to that which is now on the statute books, do you?

Mr. McLELLAN. I am sorry. I did not quite follow you.

Mr. POAGE. I said I know of no way in which we can seriously hope to minimize this problem of illegal entry into the United States, except through legislation similar to that we now have on the statute books.

Mr. GALARZA. May I interrupt?

Mr. POAGE. I would like to have him tell how he expects to do it with some other kind of legislation or what kind he would suggest other than this basic pattern. I understand that you need to enforce the law. I am not advocating violation of the law. I am not advocating ignoring the law. I am talking about enforcing the law.

Mr. McLELLAN. All right. Let me describe it this way, sir.

I believe that the large part of the border patrol which is maintaining this vigilant closed border, and trying to maintain it as a very tight closed border against illegal penetration, or infiltration, their duties are to keep people out. The duties of the border patrolmen are to visit the fields, industrial plants, searching for illegal entrants. They have done a magnificent job in that. This passport and false documentation phase of the problem, however, requires more than just a border patrolman. I do not believe that the United States Immigration and Naturalization Service has sufficiently large investigative forces——

Mr. POAGE. Let us all agree with that.

I am asking you for a different approach. I am not asking you about how many men they would require to enforce the law. I am not asking you about the character of the judges. I am asking for a different approach on how you will get less illegals in the United States by repealing this law or by passing something in its stead.

Mr. GALARZA. May I interrupt?

Mr. POAGE. I would like to have his answer.

Mr. HAGEN. Make it illegal for the employer to employ him. That has been suggested.

Mr. McLELLAN. I believe the recruitment of braceros if we are to continue that program, if the recruitment of the braceros was done in the interior of Mexico, we might not whip this situation but we certainly would minimize it a whole lot.

Mr. POAGE. Now, let us find out how you would do that? You would recruit in San Luis Potosi instead of Raynoso. When recruitment is close to the border this large labor force that is waiting there on the border at least has some chance to get across legally. If the recruitment is down at San Luis Potosi, the Mexicans must then go from the border. Raynoso is on the border, he must walk generally from the border, some 300 miles down to San Luis Potosi to get to the recruiting office.

Is that going to encourage him to follow the legal process, or will it encourage him to cross the river, which will take him about 10 minutes?

Mr. McLELLAN. If he knows that we are maintaining a tight border guard, then he will not attempt to cross.

Mr. POAGE. That has nothing to do with the basis of this law. We are all assuming that you have the same enforcement under either law. I am talking about the basic law. If he has a legal means of going into the United States, simply a practically easy legal means of coming into the United States, will more of them use that or if you make it harder and make him walk 600 miles do you think that encourages him to use the legal or illegal means?

Mr. McLELLAN. Let me answer this way. If we continue to recruit or recruit on the border, naturally the word is going to spread all over the Republic of Mexico that we are recruiting. There will be mass migrations from the interior up to the border which will only further complicate the problem they have now.

Mr. POAGE. Even so, while I cannot go along and agree with you on all of that, even so you are not still suggesting any basic change. You are still suggesting that we should have a legal way for these people to come in. You are still suggesting you should have recruitment. All I am asking is to give us some other basic method of handling this other than the basic method we have been using. And explain how it is going to answer the very proposition you lay down here.

Mr. GALARZA. Will you yield?

Mr. POAGE. I still have not gotten the answer. I will be glad to yield to you when I get the answer.

Mr. McLELLAN. As you suggested, the interior contract stations would help solve the situation, at least minimize it. It would not add to it.

Mr. POAGE. I did not suggest it, you did.

Mr. McLELLAN. It would be an advantage.



Mr. POAGE. An improvement? Let us assume——

Mr. McLELLAN. Over border recruiting.

Mr. POAGE. Over the details of the present law. Let us assume that it is. I will not argue about that. Let us assume that and that is largely a matter for Mexico to decide. Let us assume that it would be advantageous.

Mr. McLELLAN. All right.

Mr. POAGE. You still have the same basic law. You still have the proposition of contracting Mexican labor to cross the river.

Mr. McLELLAN. Mexico as well as the United States pledged themselves under an International Labor Agreement on the eradication of the wetback traffic.

Mr. POAGE. I want to try to eradicate it. I want to carry out that agreement. I think we are on the right track.

I think we have reduced the number of wetbacks with this law. And I think that what you gentlemen are proposing here is to increase the number of wetbacks. To repudiate that agreement.

Mr. McLELLAN. No, sir.

Mr. POAGE. To simply reduce the number of legal entrants over whom you have some control, and to increase the number of wetbacks over whom you have no control. Does this mitigate the problem of illegal entrants?

Mr. McLELLAN. No, sir; if I may say this: Since this large force, this large population shift from the interior States to the northern border, and we accept it and you agree with me that it is a danger, it is a threat to the United States, then since Mexico is signatory to the International Labor Agreement, where they pledged themselves not only to do everything to stop the wetback traffic, but the threat of wetback traffic, it seems to me that we have been, perhaps a little derelict in our duty in not notifying the administration of Mexico that such a situation exists and it is a threat to the United States.

Mr. POAGE. Don't you still come back to the proposition that all you are now suggesting is a change in the detail of the administration of this law and not any basic change in the existing law? That is all I am trying to get you to answer. You have pointed out that if we do not have a legal way, the Mexicans are going to come in illegally.

Mr. McLELLAN. They will attempt to do so.

Mr. POAGE. They will come in illegally and all of the United States Army cannot keep them out. It has never been possible to do it. Why, even Russia is not able to keep everybody from crossing the Iron Curtain. Surely, we are not going to resort to their methods of preventing border crossings.

Mr. GALARZA. May I register an objection to the comparison?

Mr. POAGE. What is the objection?

Mr. GALARZA. I do not think it is appropriate, sir, under the circumstances existing along the Iron Curtain and along the Mexican Border, to compare the two situations.

Mr. POAGE. I think the comparison is very similar when it is suggested that if we had enough force we could prevent the Mexicans from coming across. Are we not then but suggesting that we should use the Russian methods. If so, what is wrong with comparing our ability with the Russian ability, to bring force to bear upon any particular geographical point. I am suggesting that we should not and are not about to bring the force to bear even if we could, and if we could

do it, that we would still be ineffectual in accomplishing that result. It was the witness who suggested a greater resort to force. I have repeatedly pointed out that we must meet this by an economic means. You cannot stop economic forces simply by armies. People should have learned that a long time ago. We have got to meet this in an economic manner. And we have attempted to meet it, not at all satisfactorily, certainly I would not contend that this law operates 100 percent properly.

I agreed with you there are many detail corrections that can be made in the program. But what we have here, as I understand it, Mr. Chairman, is just the question of whether now we are going to continue this basic law or whether we are going to seek some other method or go back to the law of the jungle which we had of simply letting anybody cross that border that could get over on a moonlight night. Just depends on your calendar then, how many you will have come across.

Mr. GALARZA. Can I make a comment?

Mr. POAGE. Yes, I think so.

Mr. GALARZA. Thank you. This will be my last interruption, sir. You have gotten down to the nub of the thing. You have asked a question which is basically fundamental, not only to this law but to the legislation on immigration. You have said: "Is there some new fundamental idea that you can lay before us to help us solve this problem?"

It has also been said that if the Mexicans do not find a legal way of getting here, they will certainly break through the border illegally. The fundamental suggestion I would like to make, sir, we have made before, and it is in your record. I suggest that as we make progress in view of all of these discussions and facts that are brought forth, that we also begin laying the foundation for a fundamental solution and the fundamental problem is this:

You have stated truly that there is a great discrepancy in the economic levels of the Mexican people and those of our Southwest. Perfectly obvious. The working theory upon which your present legislation is based is this: That to raise the standards of the Mexican people, the standards of a certain portion of the American people must be lowered. That is clearly there. The facts bear that out. The theory of our public international policy is quite the reverse. We do not go around the world saying "We can stop Communists and communism by raising your standards of living and lowering ours or that of any section of our people." We say quite the contrary. We say "American know-how and American democracy and spirit can teach you in Thailand and you in Italy and you in Iran to raise your living standards up to ours." The record for the last 10 years will show that there has been a steady deterioration, a decline, a depreciation of the standard of living of a sizable segment of the American people. I say that is not necessary. I say that, if an honest effort is made once and for all by thoughtful men on both sides of the border to develop an economic program along the Rio Grande, that will begin raising the living standards of the Mexican people, who do supply this enormous reservoir of misery, 10 years from now we will not be engaged in these endless discussions because we will be on the way to doing that.

Mr. PoAGE. The only fallacy I find in your argument—and I agree with you thoroughly, we ought to raise the American standard and never try to lower it to meet someone else's. The fallacy there, surely, as I see it, is that the reason the standard has gone down in the United States for agricultural workers is because we have lost our American markets and we have lost so much in the price for our American products and we simply cannot ever expect to maintain the standards of worker, owner, tenant, or anybody else until we have a price structure in the United States that gives to the farmer a fair return for what he produces.

Thank you so much, Mr. Chairman.

Mr. GATHINGS. I will be glad to follow that up.

I would like to ask Mr. Hagen if he could finish the questions with these three witnesses so we can answer that rollcall. Do you think that they ought to remain here overnight? It will be 10 o'clock in the morning before we can continue the hearing on account of the fact that we have vital legislation on the floor. So if Mr. Hagen will continue just as long as he can so we can answer that rollcall.

Mr. HAGEN. I do not want to keep you from answering the rollcall. I did have several questions I wanted to ask each of these witnesses, and I do not think I will have time to do it now.

What the solution is, I do not know.

Mr. GATHINGS. Here is what we have done. We have listened to Mr. Frank Noakes, of the Brotherhood of Maintenance of Way Employees, Mr. Walter Mason, Mr. Andrew McLellan, and Mr. Ernest Galarza, and we still have Nicholas Dragon and A. T. Stevens and Miss Rosalie Widman, who are on this list. I wonder whether you could come back in the morning and be with us at 10 o'clock in the morning. So we will continue then. We want to give you an opportunity to be heard. If that is all right. Can you be with us at that time?

Mr. HAGEN. I would like to make this suggestion. There have been factual charges made here, concerning the operation of this law, or malfunctioning of the law which involve the various departments of government. I think it would be helpful to this committee, certainly it should be had before any action is taken on this bill, that a bill of particulars should be submitted by the opponents here which involve charges against these various departments of government and that the departments be required to answer those charges. There is a limited bill of particulars in these statements which I think certainly the Department of Justice and the Department of Labor should be heard on.

Mr. GATHINGS. I want to get all of the facts in the record. I agree wholeheartedly with the gentleman that something should be done to give everyone an opportunity to be heard and let the departments come in and rebut this testimony.

Mr. HAGEN. We should not extend a law if it is not working in practice. It is much different than just appearing on the statute books in certain fashion.

There have been certain charges made here. I am very interested in this myself because I always have been under the impression that perhaps we, in California, were not getting the benefit out of this program that some other areas are and that the program is grossly abused



in other areas. There have been certain factual statements made here about the operation of this program which by and large relate to other areas.

I would like to have some of the answers on it. Also I would like to suggest to these men who suggest a hearing procedure for not only determining wage rates that they spell that out in the form of an amendment to this bill so that can be examined by the committee and perhaps testimony taken on those features.

Mr. GATHINGS. Do you care to ask any questions now?

Mr. HAGEN. We have to get over to the floor.

Mr. GATHINGS. The committee will stand adjourned until 10 tomorrow morning.

(At 12 o'clock noon the hearing was recessed until 10 a. m., Tuesday, March 22, 1955.)

## MEXICAN FARM LABOR PROGRAM

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TUESDAY, MARCH 22, 1955

HOUSE OF REPRESENTATIVES,  
SPECIAL ACTION SUBCOMMITTEE  
ON EQUIPMENT, SUPPLIES, AND MANPOWER,  
COMMITTEE ON AGRICULTURE,  
Washington, D. C.

The Special Action Subcommittee met, pursuant to recess at 10 a. m., in room 1310, New House Office Building, Hon. E. C. Gathings (chairman of the subcommittee) presiding.

Present: Representatives E. C. Gathings and Hoeven.

Also present: Representatives Hagen, Utt, Rhodes, Hope, and Anfuso.

Mr. GATHINGS. The committee will come to order.

We had Mr. McLellan, Mr. Galarza, and Mr. Mason on the stand when we recessed at noon yesterday.

The first witness on the list is Hon. Antonio M. Fernandez, of New Mexico. Mr. Fernandez.

Mr. FERNANDEZ. I would prefer to wait until they finish with this witness since part of my testimony will be in answer to some of the statements that have been made or will be made.

Mr. GATHINGS. Very well, then, if you prefer. At this point I would like to ask unanimous consent that a telegram directed to the Honorable Harold Cooley, chairman of the Committee on Agriculture, from Mrs. Joseph Mills Stoll, Washington representative for Children, Inc., be incorporated in the record. Without objection, that will be done.

(The telegram referred to is as follows:)

BROOKMONT, Md., March 16, 1955.

HON. HAROLD D. COOLEY,

*Chairman, House Agriculture Committee,*

*Room 1310 New House Office Building, Washington, D. C.:*

We urge you not to recommend H. R. 3822 extending authorization for contract labor permanently. This bill would depress the wages of American laborers and dislocate American families and thus increase migrancy. We are particularly concerned about the children of migrant families because they are deprived of education, health, and welfare services which are available to other children.

Mrs. JOSEPH MILLS STOLL,

*Washington Representative Spokesmen for Children, Inc.*

Mr. GATHINGS. Mr. Rhodes.

Mr. RHODES. I would defer my testimony at this time.

Mr. GATHINGS. Mr. Bentley of Michigan, would you care to give us a statement at this time?

**STATEMENT OF HON. ALVIN M. BENTLEY, A REPRESENTATIVE IN  
CONGRESS FROM THE EIGHTH DISTRICT OF MICHIGAN**

Mr. BENTLEY. Mr. Chairman, I might say before I begin my statement, that I approach this subject with a little trepidation since I think the last time this particular subject was before the Congress, in which I participated, a certain event occurred a year ago last March 1. I think that was when the question of the Mexican farm labor was on the floor at that time. So I approach this subject in this committee on this particular day with a little trepidation in that respect.

Mr. GATHINGS. We all recall that day, March 1, 1954.

Mr. BENTLEY. Yes.

Mr. Chairman and members of the subcommittee: I welcome this opportunity to appear on behalf of H. R. 3822 which calls for an indefinite extension of the authorization for the Mexican farm labor program.

I represent the Eighth District of Michigan which, like many areas in Michigan, has a great need for seasonal workers in agriculture which exceeds the domestic labor supply. During peak harvest periods of crops such as snap beans, sugar beets, pickles, and some fruit, it is necessary to have as high as 75,000 seasonal workers throughout the State. Because of the severe winter it is impossible to provide work for these workers on a year-round basis. Migratory workers have been used for years and every effort is made to find qualified and willing domestic labor, most of it recruited from the State of Texas. Since World War II it has each year become increasingly necessary to supplement this labor supply with the use of Mexican nationals.

The use of these Mexican nationals has been made possible through Public Law 78 and its annual extension. Even though H. R. 3822 provides for an indefinite extension, the fact that Congress still would annually appropriate funds would give it adequate control. The law provides that the Mexican nationals shall be admitted for temporary employment only if—

sufficient domestic workers who are able, willing and qualified are not available at the time and placed needed to perform the work for which such workers are to be employed .

It is certain that the Secretary of Labor is not very apt to provide workers in areas where domestic workers are now available.

It is my understanding that an amendment to this bill has been proposed which would require the offering to domestic workers not only the wages and hours of work comparable to those offered foreign workers but also offering them transportation, housing and insurance benefits comparable to those provided foreign workers. I think we must remember that the Mexican nationals are hired only after the domestic supply of workers has been exhausted, and it is with great reluctance that the farmer is forced, in order to save his crops, to go to the extra expense of paying these extra provisions in order to secure the nationals. These provisions were demanded during crop emergencies in past years by the Mexican Government and were included over the protests of farmer employers. You are dealing with two classes of workers inasmuch as the Mexican national labor force is made up of adult male workers who must pass a physical examination conducted by the United States Public Health Service before



they are accepted for employment. The Mexican national leaves his family in Mexico and is prohibited by contract from freely moving about and selecting other employment.

The domestic worker, on the other hand, has his family with him and is free to move about and accept or reject jobs as he sees fit. To attempt to furnish the domestic worker and his family transportation and medical insurance as is done for the Mexican national under contract would make costs to the employer prohibitive. It certainly does not appear possible to treat the domestic workers and the nationals the same as regards these emergency provisions.

With the permission of the chairman, I ask to be allowed to incorporate a letter from the Michigan Farm Bureau, which expresses the views of 64,000 farm families in my State, in my statement:

MICHIGAN FARM BUREAU,  
Lansing, Mich., March 15, 1955.

*Michigan Senators and Representatives in Congress:*

Mr. C. L. Brody, executive vice president of the Michigan Farm Bureau has been keeping us informed of progress on legislation in regard to the Mexican farm-labor program. He may have visited with you on this matter during the past few days.

The Michigan Farm Bureau, representing nearly 64,000 farm families in our State, has an important interest in the extension of Public Law No. 78. During recent years Michigan farmers have been using approximately 8,000 Mexican nationals largely in making sugar beet, pickle and onion crops and in harvesting of these commodities. It is very probable that without this Mexican national labor, sugar beets and pickles would be forced out of Michigan as we do not have domestic labor willing to work in these crops and stick to it.

It is true that sugar beet production is being mechanized and that perhaps we shall reach the point where this labor will not be needed in this field. At present, however, this labor is necessary as these three crops listed above are important specialty crops in several areas and are important to our economy.

Wages paid to the workers under the Mexican farm-labor programs are in line with rates prevailing for domestic labor on these same jobs. As pointed out, however, domestic labor is usually not available in any quantity for these operations.

Failure to extend Public Law No. 78 would be a serious handicap to those farmers who depend on these specialty crops for major portions of their income. It would also affect adversely the economy of the communities depending on pickle processing plants, sugar beet factories, and other processing establishments. We do not believe that any available domestic labor will be displaced by continuation of this program in Michigan.

We shall greatly appreciate your favorable support of H. R. 3822.

Yours sincerely,

DAN E. REED,  
Assistant Legislative Counsel.

Gentlemen, I feel I am speaking for the farmers of Michigan when I urge favorable action upon H. R. 3822 without amendment. I thank you for this opportunity to appear before you.

Mr. GATHINGS. We are delighted that you are able to be with us today after the unfortunate attack by terrorists on March 1, 1954.

Mr. BENTLEY. Thank you, Mr. Chairman.

Mr. GATHINGS. Any questions from members of the committee? If not, thank you kindly.

Mr. BENTLEY. Thank you very much.

Mr. GATHINGS. Now if Mr. Galarza, Mr. McLellan, and Mr. Mason would come forward to complete the testimony of yesterday.

Mr. Hagen wanted to ask some questions.

STATEMENTS OF WALTER J. MASON, MEMBER, LEGISLATIVE COMMITTEE, AFL; AND ANDREW C. McLELLAN, CONSULTANT, TEXAS STATE FEDERATION OF LABOR, AFL; AND ERNESTO GALARZA, NATIONAL AGRICULTURAL WORKERS UNION, AFL—Continued

Mr. HAGEN. I might take a little time here.

Mr. GATHINGS. I want to say to the gentleman from California that this committee is going to sit here at your behest and we want to get the facts.

So you may proceed. I do hope that we can sit until we finish up, even though the House is in session.

There are some Members of Congress who are vitally interested in this subject, who have asked to come here and testify today. We would like to hear them. And then we have a few more on this list.

Mr. HAGEN. I would like to ask Mr. Mason some questions first.

Mr. Mason, I have gone over your statement, and the other statements of the other gentlemen and I would like to inquire about them. The statement is made in your presentation, Mr. Mason, that a great many of these legal Mexicans remain to swell the ranks of the wetbacks. Could you substantiate that?

Mr. MASON. That is the report that our representatives in Texas and California have reported to our national office. I believe the information that they received, the source of that information is the United States Employment Service in their particular States.

Mr. HAGEN. Have you presented those facts to the Immigration and Naturalization Service, the Border Patrol, and so on?

Mr. MASON. I think our representatives here from the Texas and California area would be in better position to answer that question.

Mr. HAGEN. And they somewhat corrected that problem when they put on that big drive last year, when they cleaned out a lot of the wetbacks, is that right?

Mr. MASON. That is correct.

Mr. HAGEN. One of the suggestions made by you and by the other two gentlemen is the recommendation that before the Secretary of Labor would certify need in an area, various things would have to be done. No. 1, a public hearing would be held and that would also be held with respect to determining wage rates, and the employers would have to publish and announce that they were offering to the local workers the same conditions that they would offer to importees. These conditions, as I understand it, are employment for a definite period with the guaranteed number of hours.

Mr. MASON. Similar to the contracts these individuals enter into with the employer?

Mr. HAGEN. Yes, the right to elect their representatives for bargaining purposes, a minimum standard of housing and health, accident insurance and medical care, and a prevailing minimum wage.

Mr. MASON. It should also include a tenure of employment.

Mr. HAGEN. Tenure of employment for a definite period.

Mr. MASON. Yes, sir.

Mr. HAGEN. With respect to the right to elect representatives, for example, the American labor has that right now, does it not?

Mr. MASON. We probably have the right, but the employers refuse to recognize that right in most cases.

Mr. HAGEN. There is not much you can do about that in this program, I mean. Theoretically, they have a right to form a union and do anything they want to, although they do not receive the protection of the N. L. R. B.?

Mr. MASON. That is right. Of course there have been several court decisions which have not been favorable to whether or not the workers have a right to act collectively or not. I believe a recent case was in the State of Louisiana.

Mr. HAGEN. I was wondering about this health or accident insurance and medical care.

Isn't it only insurance and medical care that is provided by the Federal Government while these people are en route?

Mr. MASON. I just do not know myself just how that is applied, but I believe that Mr. Galarza or Mr. McLellan could answer.

Mr. HAGEN. The Secretary of Labor shall provide such workers with subsistence, emergency medical care, and burial expenses, not exceeding \$150, which may become necessary during transportation, and while such workers are at the reception center.

Those are the only provisions in that regard and the contracts do not make such provisos once they get on the farm.

Mr. GALARZA. Once the worker is on the job the contract provides for liability on the part of the employer.

Mr. HAGEN. It spells out that.

Mr. GALARZA. That is not a Government responsibility. That is an employer responsibility.

Mr. HAGEN. Does the contract spell out that he has to provide subsistence?

Mr. GALARZA. The employer.

Mr. HAGEN. Yes.

Mr. GALARZA. No, there is a charge made for subsistence.

Mr. HAGEN. En route?

Mr. GALARZA. En route the worker is provided with subsistence, but after he gets on the job he has to pay for his own or there is a deduction made for his subsistence.

Mr. HAGEN. Actually what is the employer contracting to provide him?

Mr. GALARZA. So far as subsistence or so far as insurance, accidents, and so forth, are concerned.

Mr. HAGEN. Insurance?

Mr. GALARZA. Insurance. The employer is responsible for taking out accident insurance for the worker once he is on the job. But the employer is not responsible for providing him with subsistence. The worker has the option of either taking his meals on the ranch and paying for them, or he may make other arrangements.

Mr. HAGEN. In other words, the employer guarantees something in the nature of workmen's compensation?

Mr. GALARZA. That is right.

Mr. HAGEN. To the limited extent that he is injured, they will provide hospital and medical care?

Mr. GALARZA. That is right. And insofar as arrangements have been made by growers' associations for medical care on the job under this insurance plan.

Mr. HAGEN. Medical care, periodic medical care, medical checkups?



Mr. GALARZA. Mostly during illness. I do not think that it involves periodic checkups. If a man gets sick, he is sent to a clinic or to a doctor for treatment.

Mr. HAGEN. There is minimum provision for housing, is that correct, in the contract?

Mr. GALARZA. Yes.

Mr. HAGEN. Do they vary from State to State?

Mr. GALARZA. They must vary because these are State standards. For instance, in California, the State government is in charge of housing standards and housing inspection. And the Government takes those standards as the going standards that are to be applied in the case of Mexican nationals.

Mr. HAGEN. No Federal standards of their own?

Mr. GALARZA. Not in the camps that I have seen in California. The inspection is made by the State agents. They apply the State code.

Mr. HAGEN. How about Texas?

Mr. GALARZA. I do not know about Texas.

Mr. McLELLAN. The only provisions is for adequate housing. Of course, that is a broad interpretation. I think that is the wording of the International Labor Agreement: "adequate housing will be provided."

As Mr. Galarza has said, it is the standards set by the Texas Employment, the State Employment Commission.

Mr. HAGEN. The Federal Government accepts the State determination of what is adequate?

Mr. McLELLAN. Yes, presumably.

Mr. HAGEN. Mr. Mason, you also state in your prepared paper that there is no sincerity in administration of the program, and incidentally, with charges like this, I think the responsible Government agents should reply: "There is no sincerity in the administration of the program."

The legals engaged in the occupation of agriculture—

and then you quote Jerry Holleman as executive secretary of the AFL, in a report to George Meany in which he states that the agreement has broken down by the absence of USES employment program and staff—compliance staff—there is no black list of illegal employers filed, minimum wages are not enforced, and 30 cents an hour is a common wage in certain parts of Texas. That is even being paid to men who are really employed as carpenters and plumbers and welders, and so forth, which is a pretty broad statement. That cuts the heart out of the building trades and this arises from permitting farmers to select their specialists in Mexico.

I realize I have lumped together a lot of things here, but I would like to have your comment on that as to why the Department of Labor, and so forth, in permitting these practices to go on, if they do go on.

Mr. MASON. Well, as I stated before and as is indicated in my statement, that is the report we have received from the secretary of the treasury of the Texas Federation of Labor. Mr. McLellan, I believe, is on his staff and has made this investigation, and I believe that this report is the result of an investigation that Mr. McLellan has made.

Mr. HAGEN. I would like to ask him then, have you sought out specific instances of farmers employing these Mexicans as carpenters

and welders, and so forth. Have you reported them to the proper authorities and what action have you gotten?

Mr. McLELLAN. Yes, sir. In one particular case in Starr County where a group of braceros was engaged in building a packing shed through a series of telephonic conversations with the United States Immigration Service in the Dallas office of the United States Employment Service, we were able to put a stop to the braceros working on that particular job. That, I think, was in January of this year. It might have been December of last year. It was in the wintertime. That particular job was stopped. And citizen labor went to work.

I would like to answer the other questions.

In 1953, in company with the executive secretary of the American GI Forum, which is a Latin-American veterans organization vitally interested in the problems of the Latin Americans, we made a survey which extended from El Paso, Tex., to Brownsville, Tex. We tried to cover every phase of this domestic migratory labor problem, the wetback problem, and the bracero problem. The study was made between the month of May and the latter part of September. At that time we found in regard to the compliance staff in the field, two compliance officers stationed at El Paso. One of the compliance officers covered an area encompassing, I believe it was, 8 counties and covered 2 large associations of cotton growers, the El Paso Valley Growers Association and the Trans-Pecos.

The other compliance officer, I think, worked in the New Mexico area. We found a compliance officer in Eagle Pass, Tex.

I think his district, the amount of area that he had to cover, was something like 85 or 86 counties. The next compliance officer we found in the border area was in Laredo, Tex. He covered the Laredo area, and the Wintergarden area.

The next compliance officer we found was in McAllen, Tex., at that time there were two, the compliance officer and probably an assistant. And he was, I believe, a super, as well as being a compliance officer—he was a supervisor for an extensive area in the border.

I think he went as far west as Eagle Pass in a supervisory capacity. The next one was in San Benito, Tex., and this officer covered everything in that particular area around the coastal bend country, probably, I think, it took in 2 or 3 Mexican consulate districts. My conception of the program was that these compliance officers were located in Mexican consular districts and each one was responsible for covering so many consular districts.

That was the compliance staff as we found it in 1953.

In February of this year, last month, I could not locate a compliance officer in San Benito. There is a compliance officer, probably two, in McAllen, Tex. To my knowledge there is no compliance office in Laredo. I could not locate one in Eagle Pass.

Mr. HAGEN. This responsibility is to see, among other things, that these legals are not building houses, and so forth?

Mr. McLELLAN. Yes, sir. He is the compliance officer, representing the United States Employment Service to see that all of the provisions of the international labor agreement and the individual work contracts are adhered to.

Mr. HAGEN. He is also the man who compiles the blacklist, if it is compiled?



Mr. McLELLAN. I think the blacklist is compiled with information—for instance, under the mechanics of this international agreement, when complaints are filed with the compliance officer, as far as I understand that, he makes a complaint either by himself with the approval of the Mexican Consul, or makes a joint investigation with the representative from the Mexican consular district where he is stationed.

Mr. HAGEN. You say there has been a complete failure in Texas to compile these blacklists, do you?

Mr. McLELLAN. To my knowledge the last blacklist was compiled jointly between the United States section of the program and the Mexican section of the program, and issued in April 1953, I think.

Mr. HAGEN. Was that complete, a complete list?

Mr. McLELLAN. I do not think it was complete.

Mr. HAGEN. You think it should be more current?

Mr. McLELLAN. I say this: I saw a copy of the blacklist, and this investigation that we made, the joint survey on the wetback program, in that we found wetbacks and braceros working on the same farms which is a violation of the international agreement and yet when we checked the blacklist for the names of these particular farmers, we did not find them there.

Mr. HAGEN. That is another failure of the administration.

Mr. McLELLAN. I would say so, sir.

Mr. GALARZA. May I add two points to supplement Mr. McLellan's comments on these two—

Mr. HAGEN. Yes.

Mr. GALARZA. Two years ago, when I was in the Imperial Valley, I found that one compliance officer was responsible for checking the contracts of 9,000 Mexican nationals in that area. I think that is a significant comment.

The other is that I would like to direct your attention. I do not have the record or the report, but it is available, the Central Labor Council of San Diego, Calif., 2 years ago made a detailed study of the employment of Mexican nationals in San Diego County, in various crafts and trades such as plumbing and the facts which they assembled are available; they can either be requested directly by the committee or through the AFL. I am sure we could get them for you.

Mr. HAGEN. Also you made reference—Mr. Mason made reference to the fact—that part of this difficulty arises from the fact that the farmers can go down and select their specialists and they select the carpenters and plumbers, and so forth.

How would you remedy that?

Mr. McLELLAN. How would we remedy that? By stricter compliance. The entire failure of the program to be successful is because of the complete breakdown of the compliance field. We realize there are too few officers in the field. It is impossible for compliance officers stationed in Eagle Pass, Tex., to cover a district which takes in 85 or 86 counties.

Mr. HAGEN. Mr. Mason, you and the other 2 gentlemen recommended 1 change in the law: The implementation of the business requiring that the farmers offer wages equal to those comparable skills in the area. I would assume that you would equate these farm activities, we will say, with hauling bricks on a building job or something like that. Isn't that what you contemplate there?



Mr. MASON. I think I would leave it up to the discretion of the State employment service, whoever makes that determination as to what is comparable work, I mean, "stoop" labor, and then you have certain skilled trades, I believe, in agricultural work, certain types of work. And I think "stoop" labor could be compared to ordinary construction labor, similar types of labor within an area.

Mr. HAGEN. Of course, you, in your own organization, might be running into difficulty there because one of the problems, for example, of unemployment insurance, has been the reluctance of the man who is engaged in construction labor to go out and pick cotton or peaches or chop cotton. I mean, he claims that is not comparable to his skill, and still is eligible for unemployment insurance. I think you are getting into a difficult area there.

Mr. MASON. As I stated before, I would leave that up to the determination of the people within that particular crop region, what skills are comparable to the type of work that this labor is needed for.

Mr. HAGEN. Definitely you do not want to merely accept the going rate for picking peaches, or chopping cotton, that has persisted in the area. You do not think that is adequate?

Mr. MASON. I would have to see the type of work, myself. It so happens that I have never been out there and seen this type of work performed. So I am not in a position to determine what is comparable, what type of work would be comparable to the type of work that these Mexican nationals are imported in here to perform.

Mr. HAGEN. I believe Mr. Galarza wanted to comment.

Mr. GALARZA. I would like to warn the committee that in the year 1955, you are dealing with this situation: The corporation farms that have been pushing this program now since 1942 have actually accomplished this; they have built up a record of wage depression over the last 12 years. In other words, the record shows from 1942 to 1955, much as it may surprise you, agricultural labor in the Southwest has been on a declining wage curve. If you take 1955 as your benchmark, you will actually take as a yardstick, the end product or the result of this persistent and continuous drive downward on agricultural wages.

That is one factor that has to be taken into account very, very carefully.

Mr. HAGEN. Maybe we can establish a parity period for wages.

Mr. GALARZA. I would be delighted to open up a discussion on the concept of parity wages.

Mr. HAGEN. Another recommendation is that public hearings be held in the major crop area in determining (1) the need for labor; (2) what the prevailing wage rate is.

That seems like a relatively uncomplicated proposition. I was wondering what source the objection to that might be—I would like to have your comment on how you conceive that this would work, and also at this point I would like to interject the thought that the Secretary now has the responsibility for determining the prevailing wage rate. Actually, your contention would amount to the fact that he is not doing a good job.

I notice reference in these statements to the fact that the Secretary merely rubber stamps the recommendations of some local employment agency.

Mr. MASON. That is our understanding. With respect to public hearings, we made that proposal before this committee for the past 4 or 5 years. And we had been advised by the chairman of the committee on several occasions that the Secretary does have that right under the law to hold these public hearings before making determinations on the need and what the prevailing rate should be.

However, the Secretary of Labor has never held any hearings before making these determinations. And that is the reason we would like to see this time the thing spelled out in the law and making it a requirement before any determination is made that a public hearing be held within each crop area in which all parties concerned would be invited to attend, and the workers within that crop area would have an opportunity to express themselves and to find out what methods are being used in determining what the prevailing rate is, and what need there is for a particular request that is received from some of the farm corporations.

Mr. HAGEN. At that point, what is your opinion of the method being used? How are these prevailing wage rates arrived at?

Mr. MASON. It is our understanding that the wage rates, the prevailing wage rates, are whatever the farm corporations offer. They may offer 60 cents this year, and maybe 65 cents next year, or 40 cents, whatever they think the market will take.

Mr. HAGEN. Are you saying that the Secretary of Agriculture presently goes to the local farm organizations and asks what they are willing to pay and then accepts that as the prevailing wage?

Mr. HAGEN. That is the report you receive?

Mr. McLELLAN. Right.

Mr. HAGEN. That is the report you receive?

Mr. MASON. Have you ever complained to the Secretary about this or importuned him to have hearings, and what responses have you gotten?

Mr. MASON. Informally we have discussed it a number of times. I have done so, with the Secretary and the Assistant Secretary, Mr. Siciliano.

Mr. HAGEN. What is the reply Mr. Siciliano made to your request to hold hearings?

Mr. MASON. Well, he did not see any need for it. Of course, I never did find out.

Mr. HAGEN. Theoretically, the Secretary of Agriculture represents the agriculturists?

Mr. MASON. I do not mean the Secretary of Agriculture.

Mr. HAGEN. I mean that. You say there is a need for it. He says there is no need for it.

Mr. MASON. He says that he is advised by his Bureau—Farm Placement Bureau—that there is no need for it. But I never did find out the reason for not wanting to hold these hearings.

Mr. HAGEN. I mean did——

Mr. MASON. Because I know that it would clear up a lot of misunderstanding that exists from time to time as to how these determinations are arrived at.

Mr. HAGEN. Did he indicate that he might not have the personnel or that this would slow down the process of recruitment when needed, that it would be ineffectual or something?

Mr. MASON. No; he did not.

Mr. HAGEN. Gave you no reason at all for failure to hold hearings?

Mr. MASON. No.

Mr. HAGEN. You want a requirement in the law that he hold hearings?

Mr. MASON. That is correct.

Mr. HAGEN. I think that the suggestion is worthy of thought by this committee.

I would like to hear some comment on the other side on that particular proposal.

In your opinion, do you think this proposal for comparable wages would really be workable? They have had an awful lot of trouble, I know, in various questions on what was comparable employment. It presents a huge problem.

Mr. MASON. I think that could be worked out by the parties themselves, in the particular area in which these workers are recruited, what is comparable to the jobs that they are recruited for. I think a fair determination could be made provided they have public hearings and the workers themselves have an opportunity to express themselves, and the present wage data on similar work within that particular crop area.

Mr. HAGEN. Actually, at a minimum you would be satisfied with the opportunity to present evidence as to wages in agriculture in that area, wouldn't you?

Mr. MASON. That is correct.

Mr. HAGEN. Is there any requirement in these contracts that a minimum of 50 cents be paid?

Mr. MASON. I understand it is just an agreement between Mexico and the United States. I do not think there is any written agreement.

Mr. HAGEN. That has been one of the proposals that labor has asked for is a minimum wage. It has never been granted.

Mr. GALARZA. May I add a comment? This is just a footnote.

There is in the current setup, Mr. Hagen, the contracting centers in the United States which are the labor pools from which the nationals are taken for employment on the ranches; there is supposed to be a posting of the wage rates offered on the jobs to which these nationals are directed. As soon as this agreement went into effect 2 years ago, or about a year and a half ago, I went to the Imperial Valley recruiting center in El Centro and I asked to be shown the posted rates. They were not available. That illustrates again how the system is working. What happens is that when the individual worker is contracted he is told what he is going to be paid, and that figure is written into his contract. But there is nothing in the agreement that specifies that he shall get so much. There is a lot of negotiation going on between the Federal agencies in this country and the Mexican Government that lays the foundation, the groundwork for it. But the wage rate is stated in the individual work contract before the man leaves for the job.

Mr. HAGEN. It is stated, you say?

Mr. MASON. In his individual work contract.

Mr. HAGEN. You mean like 50 cents per hour, not the prevailing wage?

Mr. MASON. It says at so much per hour, or the prevailing wage rate.

Mr. McLELLAN. Whichever is higher?

Mr. GALARZA. As I recall, the last contract which I saw——



Mr. HAGEN. So the braceros are informed of what the minimum wage rate is.

Mr. GALARZA. Before they leave the contracting center, they know what they are going to get.

Mr. HAGEN. There is no minimum-wage aspect in this. It is the prevailing wage concept entirely without restriction. Is that right?

Mr. MASON. Yes.

Mr. HAGEN. You made some reference to 50 cents.

Mr. McLELLAN. The 50 cents—since the 50-cent minimum was established, that automatically becomes the prevailing wage.

Mr. HAGEN. There is a 50-cent minimum?

Mr. McLELLAN. Yes, sir. It has always been my understanding that there was a 50-cent minimum.

Mr. HAGEN. Between the United States and Mexico?

Mr. McLELLAN. Yes, sir.

Mr. HAGEN. Also in your statement you say that in Texas certain parts they pay 30 cents.

Mr. McLELLAN. Yes, sir.

Mr. HAGEN. Some of these employers falsify their payrolls. Have you presented these facts to the local United States attorney down there?

Mr. McLELLAN. We expect to. We are compiling data on that now.

Mr. HAGEN. What kind of cooperation have you gotten from the Justice Department on that?

Mr. McLELLAN. We haven't fully completed the investigation but we are continuing in the field and taking as many statements as we can. And, as I explained in my statement of yesterday, it is difficult for us to secure information from braceros who are actually working because they are reluctant to give that information until such time as their contract expires. Once they know that there will be no extension of contract on that particular farm, then they are willing to talk. That is one of the difficulties we are encountering down there.

(A brief recess was taken from 10:50 a. m. to 11 a. m.)

Mr. GATHINGS (presiding). The committee will be in order. We will proceed.

Mr. HAGEN. Mr. McLellan, again in your statement you say that in this recruiting of these braceros in Mexico, first they have to pay a 50-peso fee to get their exit permit, and then they have to pay a 300-peso fee to somebody to get an interview. I assume that is a little graft?

Mr. McLELLAN. That is in Mexico. That is the mordido bite.

Mr. HAGEN. I heard the statement made by growers, for example, in this country, in justification of this border recruiting, that one reason the Mexican Government was opposed to border recruiting was precisely this factor—someone in the provinces was taking some graft.

Mr. McLELLAN. Sir, may I say this: One of the major objections which Mexico has to border recruiting is much the same as we have.

It will cause a terrific migration of aspiring braceros from the interior up to the border, the very thing that will only complicate a bad situation which now exists. I do not think that moving the recruiting centers from the interior of Mexico to the border will eliminate this system, this unhealthy system.

The problem has been given wide discussion in the Chambers of Deputies in Mexico and also in the Senate. A number of officials guilty of this practice have been jailed but the practice still continues.

I do not think any geographical change of recruiting will affect that particular system. It will take very harsh action which the Mexican Government is really trying to take. Our opposition to the border recruitment is basically the same as the Mexican Government. It has caused a heavy population shift from the interior States up to the border, which only makes the border patrol task much more difficult.

Mr. HAGEN. Has it ever been discussed with the Mexican Government, the possibility of using officers of the Immigration Service to work in these interior areas of Mexico and handle this?

Mr. McLELLAN. They do.

Mr. HAGEN. They do?

Mr. McLELLAN. Yes, sir; each recruiting center in Mexico has an immigration officer, United States immigration officer. There is a Mexican section of the recruiting center and there is an American section of the recruiting center. Each United States section has an immigration officer.

Mr. HAGEN. What I was trying to get at is how do you eliminate these payoffs?

Mr. McLELLAN. That is the problem for Mexico. That is not for us, the United States Government.

Mr. HAGEN. You indicated that it is part of the problem of this country. By the time the man gets the job, he has such a stake in it he is subject to coercion.

Mr. McLELLAN. I do not see how the United States Government can step into the internal affairs of Mexico. It is a problem which Mexico is very much concerned with because of the tremendous amount of publicity given to this problem last year in the big dailies in Mexico City.

Mr. GALARZA. May I interject? When the program of recruiting Mexicans was first posed in 1942, I was then employed at the Pan-American Union, and in a memorandum which I think is on record, we anticipated that this system of widespread graft would become natural and anticipating that, we made a proposal. We suggested that the International Labor Office be entrusted with the mechanics of recruitment in Mexico, thereby making it an internationally controlled operation. We felt that that would remove the temptation for Mexico or Mexicans to make a graft out of it.

As I recall, that was turned down by both Governments.

Mr. HAGEN. Well, apparently it is not politically feasible, then?

Mr. GALARZA. Probably not. But still worth discussing.

Mr. HAGEN. You are from California, Mr. Galarza, and I am from California. In your statement, you make various references to large scale corporation farms. Do you know what percentage of these legals is employed on farms of various sizes?

Do you have any statistics to show that?

Mr. GALARZA. We do not have any statistics for the current year. I can only say from about 7 years' observation in areas such as Imperial County on the large cotton ranches on the west side of the valley, in Salinas, in some of the big fruit operations in the northern part of the Central Valley, I would say that the associations which control

the contracting and distribution of the nationals are the ones that control the labor pool, and the associations are in turn controlled by the big corporation farms. There are many small farmers who are members of those but they do not have the ruling voice so that the control of the labor pool, to answer your question in part, is in the hands of these associations which are in turn the representatives of the large production units.

Percentagewise the picture is this: That many small farmers use small numbers—1, 2, 3, 5, 10 Mexicans—but the big blocs such as for instance, in the Imperial Valley, are employed by the Di Giorgios, by the Russells, and by D'Arrigo—by the big operators.

Mr. GATHINGS. Is it your intent to prejudice the minds of this Congress because some big farmers do use some of this labor, is that it?

Mr. GALARZA. That is not my intent to prejudice the minds of the Congress.

Mr. GATHINGS. You testified yesterday about the big farmer who was going to use this labor, isn't that what you said?

Mr. GALARZA. I have said before——

Mr. GATHINGS. That is the corporation farmer?

Mr. GALARZA. I have said before and I will say again, because the record sustains me, that the evils, the malpractices, the inefficiencies that characterize the present system are due to the demand and the pressure made by the corporation farmers.

Mr. GATHINGS. You oppose the present system in America that a man can own a large farm? Do you oppose that system?

Mr. GALARZA. I did not say that.

Mr. GATHINGS. Do you say it now?

Mr. GALARZA. No, I do not.

Mr. GATHINGS. Are you urging that this Congress carry out your wishes because a man might own 100 acres of land or more; is that it?

Mr. GALARZA. I have never said that, Mr. Chairman, and I do not think you can make me say it.

Mr. GATHINGS. I am glad to get your views.

Mr. GALARZA. I am only saying that the way the present system operates is to the detriment and the injury of thousands and thousands of farm workers, and the reason why it does not work better is because the interest of the corporation farmers see to it that it does not work better; that is what I am saying.

Mr. GATHINGS. You used the term corporation farmers—that this program was set up for corporation farmers.

Mr. GALARZA. Mainly it is.

Mr. GATHINGS. Now, you are saying that these corporations control the associations although the small farmers do use some of labor.

Mr. GALARZA. That is true.

Mr. GATHINGS. Where?

Mr. GALARZA. The setup of the association is that. You see, these labor pools are controlled by associations of employers. These represent large and small farmers. The dominant voice in these associations is that of the corporation farm, not of the small farmer.

Mr. GATHINGS. Of course they have associations. It is the only way in the world they will get the labor. All sizes of farmers join the associations, and you would make the corporation farmer the whipping boy. But you do not disapprove of a man owning 100 or 500 or 1,000 acres of land?



Mr. GALARZA. No, sir. I have never said that.

Mr. GATHINGS. It was, and is, my purpose to get your full observations on this matter.

Mr. HAGEN. That is all right. In that connection, I would like to make this observation, Mr. Galarza. Probably what you say is true to the extent that major users even percentagewise are very large farms, but also it is true that there are small farmer users?

Mr. GALARZA. Yes.

Mr. HAGEN. Actually, that has been the experience in California, that the small farmer is in a poorer competitive position in recruiting labor?

Mr. GALARZA. Yes; that is true.

Mr. HAGEN. Than the large farmer?

Mr. GALARZA. Yes.

Mr. HAGEN. Because he operates closer to the vest, so to speak, his margin of profit is smaller, he cannot offer the housing, for example, that some of the larger farmers can.

Mr. GALARZA. I think you will find that it is true, the small farmer is at a disadvantage competitively in the labor market whether he is hiring Mexicans or any other kind of labor. The same condition goes which operates to make it harder for him to get the best labor and to hold it, apply whether it is Mexican nationals or migrants from Oklahoma or Texas or whatever type of labor you are talking about.

Mr. HAGEN. The point I was trying to make is, if there is a shortage of labor, the small farmer would probably be the one that will wind up on the short end of the pole?

Mr. GALARZA. I believe that is right.

Mr. HAGEN. Because I know some of these larger corporations are in much better position to furnish good housing, even higher wages.

Mr. GALARZA. That is correct.

Mr. HAGEN. If it means getting the labor or not getting it?

Mr. GALARZA. That is correct.

Mr. GATHINGS. Is Mr. Nicholas Dragon, Mr. A. T. Stevens, and Miss Rosalie Widman, in the room?

Mr. HAGEN. I have a few more questions.

Mr. GATHINGS. It is not my intention to limit your questioning the witness.

Mr. HAGEN. Mr. Galarza, in your proposal for public hearings, you suggest that they be conducted by wage boards which would have an equal representation of employers and employees, plus a chairman who represents the public. Have you ever presented that to the Secretary of Labor? What has been his reaction?

Mr. GALARZA. In years past we have not phrased it quite that way. We have not insisted on wage boards. We have been content or we would have been, if the wage hearing had been held by those agencies which are presently in charge of the program. In other words, the State Employment Service in cooperation with the Federal Service might hold such wage hearings. We had made that proposal time and again. It is a matter of record. Of course, it has never been accepted.

Mr. HAGEN. That has been presented to the Labor Department?

Mr. GALARZA. Yes.

Mr. HAGEN. There has been a lot of talk here about inadequate enforcement of these compliance inspections, inadequate inspections

for compliance, and so forth. Does the proposed budget for the next year contain an adequate amount of money to provide the kind of administration that they need for a good program? Do you have any knowledge of that?

Mr. GALARZA. You mean the proposed budget of the Department of Labor? I am not familiar with those.

Mr. HAGEN. I think the Department should be heard on that subject and also on the question of these wage boards and these public hearings.

Mr. GATHINGS. I wanted to say to the gentlemen that we will wind these hearings up today. Anybody that wants to have anything to say had best get it in now, because we have held over now an extra day in order to give all of these people further opportunity to testify on this legislation. If it is necessary for the Department to come in here, we will have to get them in to answer anything that you have in mind. Any further questions now?

Mr. HAGEN. That is all.

Mr. GATHINGS. Let us hear now from Mr. Nicholas Dragon.

Mr. DRAGON. I would like to emphasize, if I may, some of the points with regard to this situation in my statement. I have with me Mr. Milton Plumb who is the secretary of the Mexican Trade Union Committee who made a personal study of the matter on the border.

We were there both in July and other times. I would like, if you so give me the right, to have Mr. Milton Plumb read a short statement. Then I will introduce into the record my statement and answer any questions and emphasize that a little bit. So it will save time that way.

Mr. GATHINGS. That will be all right, without objection.

#### STATEMENT OF MILTON PLUMB, DIRECTOR, LEGISLATIVE INFORMATION, CONGRESS OF INDUSTRIAL ORGANIZATIONS

Mr. PLUMB. I am appearing on behalf of the Congress of Industrial Organizations. We would like the record to show that what I say is said primarily for the Congress of Industrial Organizations, although as secretary of the Joint Trade Union Committee. I will be happy to answer any questions about Mr. Noakes' statement which were not asked yesterday. He had to leave town and he asked me to pinch-hit for him in case any member wanted to question him about his statement.

Mr. GATHINGS. Mr. Plumb, you wanted to file this statement?

Mr. PLUMB. I do not want to file it because I would like to supplement it.

I have, I think, data which substantiates many of the things which I say and I do not see how I can merely file this statement, Mr. Chairman, because you are looking for the facts, you are looking for proof, and we are here to try and give you all that we can.

So, if I may, I would like to proceed.

Mr. GATHINGS. You may read your statement, then.

Mr. PLUMB. Over the course of the last 2 years I have been privileged to make several trips to Mexico, covering our entire border from Brownsville to San Diego, for the primary purpose of investigating the workings of Public Law 78 and the conditions along our border which have developed as the result of the mishandling of the

wetback influx. I want to assure the committee at the outset that there can be no doubt that a great change has taken place within the past year along the entire 1,600 miles of our southwest frontier. Much of this change has been for the good. The CIO is quite ready to recognize that the Immigration and Naturalization Service has performed a major task in clearing the border areas of literally hundreds of thousands of wetbacks.

Now wetbacks are still coming through but the change there is so obvious that the improvement is beyond dispute. However, the situation is still serious. As an example of what is involved in this wetback influx, I have here a short story from the El Paso Herald-Post of December 1, 1954. This is long after the drive. I would like to read it briefly.

El Paso and Juarez police raided the city dumps and arrested 30 wetback scavengers.

Four police loads of radio patrolmen surprised the scavengers as they slept beside the dump or searched for junk.

The raid followed an order issued by Mayor Harvey that the dump be kept clear of the wetbacks.

Here is the important point, if I may interpolate there.

A 14-year-old Juarez youth—

that is a Mexican youth—

was seriously injured yesterday when a bulldozer backed over him as he slept beneath papers on the dump.

And then I will skip a few paragraphs, and read only this one at the end.

A similar raid was carried out 2 months ago, and it was learned teenagers were buying dope and marihuana from scavengers or Juarez dope peddlers who set up refreshment stands at the border fence beside the dump.

This is just part of the picture of crime, corruption, and even, as we see, the injury of a 14-year-old youth which comes from the callous way in which we have been dealing with this condition on the border.

Mr. GATHINGS. I thought you just made a statement here in which you approved of the action of the authorities.

Mr. PLUMB. I certainly did, Mr. Chairman. But I pointed out that the wetback influx is far from being fully stopped.

Mr. GATHINGS. We will know, all of us, that it is not going to be stopped completely.

Mr. PLUMB. This thing certainly could be stopped. Juarez is a well-fenced city. With adequate border patrolmen, with adequate efforts made, this kind of thing certainly could be prevented.

Mr. GATHINGS. If you will defer for about 15 minutes we will try and get some other members back here. We will recess for the moment.

(At 11:15 o'clock a recess was taken to 11:40 a. m.)

Mr. GATHINGS. Now we can proceed with the reading of your statement.

Mr. PLUMB. Thank you, Mr. Chairman.

In addition to recognizing that the Immigration and Naturalization Service has done a creditable job, we are also ready to acknowledge that the appearance and testimony here last week of Rocco Siciliano, Assistant Secretary of Labor, reflects to a significant degree a new awareness and a new interest in the problem of the farm-labor pro-



gram which the Department conducts under the terms of the law we are discussing. Mr. Siciliano is certainly to be congratulated for having placed the Department of Labor at least partially behind two of the basic criticisms which the organized labor movement has been making of the program for many years.

Having said this, however, we must go on and say that the Labor Department's proposals, in our opinion, definitely do not go nearly far enough to remedy the intolerable conditions on the border.

We feel especially that the Department of Labor has been remiss in its responsibilities by not recognizing and frankly admitting the great inadequacy of its enforcement staff remains in not stressing this need. Now this is not a popular thing to do in terms of the attitude of Congress over the last few years, but it is essential that there be a real enforcement of even the present inadequate law. If this law were enforced properly, conditions would be improved to at least a significant, if minor, degree.

Last year it was my privilege to visit the border at intervals approximately 6 months apart. At the beginning of 1954, as for several years previous, the border was entirely open—so open, in fact, that it had been called an open sieve by a person no less qualified to comment than the former Governor of California, the present Chief Justice of the United States.

Under such circumstances the contract-labor program was relatively meaningless in the areas near the border.

The total number of contract workers used was such a small proportion at the border of the total labor force, which was made up largely of wetbacks, that the program there could be described as a farce.

Statistics which you can readily obtain from the Labor Department will show how insignificant the contracting of legal Mexican workers was in the lower Rio Grande Valley of Texas and the Imperial Valley of California.

It is my understanding that last year before the roundup only 900 legal contract workers were used in the entire Rio Grande Valley. This year for the cotton crop alone 60,000 contract workers were brought in. In the Imperial Valley this year, in December, over 10,500 contract workers were being used there in that month just in harvesting lettuce and carrots. The year before, there had been only 7,000 in the entire Imperial Valley during the entire year. Evidence indicates that about 50,000 more contract workers were hired through the El Centro recruiting station this year, and that is in the heart of the Imperial Valley.

Then in the summer of 1954, in response to the many demands for action which organized labor had made upon the Department of Justice, Attorney General Herbert Brownell finally acted to clear the border areas of illegal aliens. I was in the Valley of Mexico and the Imperial Valley of California at the conclusion of the first such drive to round up wetbacks. This was conducted in the Imperial Valley of California at a time when the need for farm labor is at its lowest. The crops had been harvested and the temperature was 112 degrees.

Every day that Nick Dragon and I were there the temperature was 112 degrees.

I can assure the committee that following this roundup the agricultural areas in the Imperial Valley were generally free of wetbacks, although a considerable number, to my personal knowledge and observation, were still passing through to areas in the North where their services were needed.

Others were working as domestics, I am informed by local people living in El Centro and at Brawley, and no attempt was made to round up domestic workers at the time of this drive. It is interesting as a sidelight to say that the cab driver who picked me up when I arrived in El Centro to investigate this situation told me as we were going to the hotel, that I was lucky that he was there because he had just managed to deliver his first carload of wetbacks.

He said that during the past 2 weeks when the drive was on, and the heat was on, he had not been able to get any through. I asked him, "What happened to you when you were caught hauling them?" He said, "I lost my fare."

That is the type of situation that you have there. As soon as the border patrol is pulled away, the border opens up.

Mr. GATHINGS. That is the reason Mr. Devaney testified he asked for supplemental help, that he did get 200 additional men and then got another 200 making 1,100.

Mr. PLUMB. That is very fine, it is far from enough in the opinion of many.

Mr. GATHINGS. How many do you think it would take?

Mr. PLUMB. I have no idea. I have talked to border patrol officers all along the border after the recent increase in personnel and they all say the present force is far from adequate.

Mr. GATHINGS. If more are needed, you will have to take it up with the Appropriations Committee.

Mr. PLUMB. This is not your problem, but it is related to this. The dumping of hundreds of thousands of wetbacks into Mexico which cleared the Imperial Valley placed severe strains upon the State of Baja California. The Governor of the State, Braulio Maldonado, personally gave me the figure that during the roundup as many as 40,000 braceros a day fled into his capital city—Mexicali. This city is perhaps the most charming, but one of the least developed, of the border cities. It lacks the necessary sanitary facilities for its own needs under normal circumstances.

In fact, Governor Maldonado was elected the first Governor of this new Mexican State in part as a result of a campaign which included a pledge to try to do something to improve the sanitary facilities of the capital city. The Governor has kept his word. A major sewer project was well underway at a cost of 10 million pesos at the time of my visit. The Lieutenant Governor of the State, Enrique Villegas Leyva, personally conducted me and other CIO representatives on a tour of this major sanitary improvement.

The people of Mexico, against tremendous odds, are making tremendous progress in boosting their living standards. It is the function of a good neighbor not to hamper them in this effort.

Indeed, the importance of Mexico in international relations, because all Latin America is very much affected by the attitude of the Mexican Government, is such that we should be actively helping Mexico in this great effort.



The roundup of wetbacks placed severe strains upon the limited resources of the city of Mexicali and the State of Baja California. In early July literally hundreds of thousands of braceros were roaming about the streets of this city.

Near the other end of the border in Nuevo Laredo in the State of Tamaulipas, the head of the CTM, Francisco Morales told me—and these are his words, which he used—that wetbacks had been brought there “in truckloads like cows.” “Truckloads like cows” is in translation, a direct quotation.

He and other CTM officials there had to go around and raise money to help feed these people who were unloaded 15 miles down the All-American Highway in the desert. If you have ever been down that highway you will know how barren it is, and how very unpleasant a place it is to be at this particular time of the year.

At the center of the border, in Juarez, the heads of the CTM, Anastasio Hernandez, told me that in the State of Chihuahua a similar situation had arisen and the CTM there also had to make great efforts to find means of helping meet the problems of this tremendous influx.

In Mexicali in early July, I saw literally hundreds of thousands of braceros in the streets. The Governor is justifiably proud that, as he told me, not one bracero died of hunger, because of emergency measures to feed them which he supervised, in which the National Government of Mexico had to cooperate.

Mr. RHODES. I notice you use the term “bracero” and “wetback” interchangeably. Isn’t the usual meaning of the term “bracero” a legal Mexican worker?

Mr. PLUMB. It is only out of present custom in this country. You have a point there. But actually, in Mexico and in Spanish, a bracero is simply a farm hand.

Mr. RHODES. That is right.

Mr. PLUMB. That is the way I am using it here. I was not following common usage. I am speaking of the farm hand.

Mr. RHODES. This type of legislation is referred in some quarters to as wetback legislation.

Mr. GATHINGS. To control the wetbacks.

Mr. PLUMB. It is argued that way. We would say that because of defects it has contributed to the wetback influx.

Mr. RHODES. I am in hopes that you will be able to tell us how we can do the thing better.

Mr. PLUMB. We will try.

This was a major achievement in terms of the limited resources of Mexico and it is fortunate from the standpoint of the interests of the people of the United States that the people of Baja California had a Governor with the ability and the courage and the loyalty of his people to be able to prevent a more serious result.

However, despite the efforts of the Governor to alleviate the situation, as a result of the roundup—I cannot recall whether it was the Governor or the Lieutenant Governor who gave me these figures, but Mr. Dragon was there and can confirm them—I was informed that 88 braceros, forced into Mexicali by the roundup, had died of sunstroke. The number of deaths in the 112 degree sun in which the braceros had to stand while seeking food and transportation to their homes would have been much higher if Governor Maldonado’s wife had not, shortly



after his inauguration, given the land and building for a new Red Cross center.

I visited this building and saw its limited facilities in the company of Señora Maldonado and Señora Aurora Jiminez de Palacio, the first woman member ever to serve in the Mexican Congress. Workers there at the Red Cross center assured me that their meager supplies had been virtually exhausted by the heavy number of patients they had had to treat during the roundup.

This roundup in the Imperial Valley which opened the drive lasted a total of 14 days, and resulted in some 500 braceros in Mexicali being treated for sunstroke during that period.

I have in my files photographs taken in Mexicali at the time of the roundup which I will be happy to make available to the committee if they wish to see them.

I have here a picture of one of the very primitive feeding stations that had to be set up in this city, to take care of this.

I have others of the braceros lined up waiting for trains and so on.

Last December I returned to the border and visited the major border towns on both sides of our entire frontier with Mexico.

The story of the cheating of legal Mexican contract workers is heard today from the Gulf of Mexico to the coast of Baja California. I heard it along the entire border in the month of December when I was there. It is common knowledge and the cause of bitter resentment among many Mexicans to whom I talked. The first person that I met when I entered Mexico on this trip, on the train going down to San Luis Potosi, was a Mexican bracero who told me that he had been cheated. He had been paid 35 cents instead of 50 cents that he had signed up for in the lower Rio Grande Valley.

Mr. GATHINGS. Did you report that to law enforcement authorities?

Mr. PLUMB. No; I did not, sir. I will develop this because I want you to understand this situation.

Mr. GATHINGS. What was his name?

Mr. PLUMB. I did not get it. More accurately, I deliberately did not write it down. I do not remember it.

Mr. GATHINGS. Where did he live?

Mr. PLUMB. Well, right now, he is in Chicago. I can tell you this, sir: I would not like to reveal his name if I knew it for reasons which I will explain, but right now I can tell you that I have just had a letter from a Mexican newspaperman who was on the train and heard this interview. I will be glad to give his name, and he knows the bracero in question and wrote me of his present whereabouts. The newspaperman is Nicolas Laguna G., of the great Monterrey newspaper, El Norte.

Mr. GATHINGS. Can you tell us who this particular one worked for, or to whom he was contracted?

Mr. PLUMB. No.

Mr. GATHINGS. You were there for the purpose of getting this kind of information to come here to testify, and you have no information as to where he came from or who he was contracted to, how long he worked for 35 cents or 50 cents an hour, or how long he was cheated? Where did you talk with him; was it on the train?

Mr. PLUMB. Yes, sir. On the train, in the observation car. Mr. Chairman, if I may, I would like to tell you what the problem is and why these reports of cheating do get around.

Mr. GATHINGS. How long did you make this survey; when was it?

Mr. PLUMB. I spent a total period of 2 weeks.

Mr. GATHINGS. Starting when?

Mr. PLUMB. In December. I went out the week before the CIO convention opened in Los Angeles, and I then went back and spent another week coming back. If I may go on, I would like to leave this, but I will get back to it, because this is something which the committee must know—why it is so difficult to substantiate these charges. I will return to it, but I would like just to show the kind of approach that I made to his thing and then go into that, if you do not mind.

It will be just a few minutes.

Mr. GATHINGS. Go ahead.

Mr. PLUMB. If I may defer that.

Mr. GATHINGS. All right.

Mr. PLUMB. I have personally talked to scores of Mexicans, and I would estimate in all the figure runs up almost to 100 who have personally told me that they had been cheated out of—personally told me they personally had been cheated out of the contract wage.

I might say, in order to explain to this committee why Mexicans were ready to talk freely to me, that I carried with me an officially authenticated letter from Fidel Velazquez, secretary general of the CTM, and one of the most respected national leaders in present-day Mexico, which introduced me to CTM leaders throughout Mexico and directed them to give me their full cooperation and all information that I desired.

I would like to say also that my investigations were not confined to tourist haunts. I went to workers' homes and to nontourist bars of the cities I visited. I spoke to Mexican wetbacks, legal contract workers, Mexican newspapermen, Government officials on both sides of the border, and officials of the Mexican Confederation of Labor (CTM) in most areas.

In bringing this deplorable situation to the attention of the committee I want to make clear that while such a situation could only result from a virtually complete breakdown of enforcement of the terms of the contract under which Mexicans come into this country—if they are not lying, and I cannot believe that the number that I talked to are lying—this in itself does not necessarily reflect upon the sincerity of the Labor Department officials in enforcing this program.

Persons have complained to me and have cited what they regard to be bias on the part of the individual compliance officers, and some of those compliance men to whom I have talked would, in my opinion, seem to be more interested in protecting the growers' interests than that of the workers. Still, nevertheless, it is clear that the few compliance officers which the Labor Department has are completely insufficient to do the job which they are there to do.

I want to tell this committee that when I brought the situation in the lower Rio Grande Valley to the attention of Mr. Siciliano at an informal discussion, he immediately, although I had not specifically requested an investigation, did make such an investigation and sent me under date of March 9 a report that had been furnished him by Mr. E. L. Keenan on the situation in the lower Rio Grande Valley.



Mr. GATHINGS. You just want to incorporate that?

Mr. PLUMB. I will just put that in.

(The report referred to follows:)

MARCH 8, 1955.

In re lower valley of Texas kickback.

Mr. ROCCO C. SICILIANO,

*Assistant Secretary.*

E. L. KEENAN.

In reply to your memorandum of March 2, we dealt with this problem last fall in the lower valley of Texas. We had approximately 116 complaints in which it was claimed by workers they received less than 50 cents per hour. There was positive evidence in about one-half of those cases that employers had not paid the 50-cents-per-hour rate.

In every one of those cases the employer paid the worker moneys due when confronted with the claim. In the rest of the cases, the evidence did not substantiate the contention. Bookkeeping records and payroll slips were examined, and, of course, the workers were questioned for evidence. It is entirely possible that in some cases the workers signed statements presented by employers indicating that the worker had been paid at the rate of 50 cents per hour and did not receive that amount. However, in other cases where the worker made that type of complaint we were entirely satisfied that he had received a pay rate of 50 cents per hour where real work was involved.

You will recall that thousands of workers finished their work in a very brief period of time in the valley and, despite the fact that we put additional compliance men in there, we did not have enough to give the type of coverage we would like to have given. On the other hand, we feel convinced now that any attempt to underpay the worker will be only in isolated cases. Employers throughout the area have learned that the wage rate will be enforced.

It is our opinion that the failure to pay on the part of employers, who readily paid up when confronted with the claim, is a testing out of our enforcement procedure.

You will note that in the lower valley of Texas the Labor Department had 116 complaints in which workers claimed they received less than 50 cents per hour and that investigation by the Department showed that this was true in about one-half of the cases investigated.

This is not a big number, but it is, to my mind, a significant admission. Consider what is involved here. In most cases the employers in the area who do cheat their workers are smart enough to know that if a complaint is filed they are likely to be challenged about this activity. The result is that before a worker is paid he signs a receipt showing that he had received 50 cents an hour and the employer then gives him the 35 cents which they have either reached an understanding about previously or which the employer now makes clear is all he intends to pay. If one-half of the cases investigated stand up under such investigation in such circumstances, isn't it obvious that there is something rotten about the way in which this program is being enforced? However, the mere fact that only 116 complaints were received by the Labor Department in the lower Rio Grande Valley is in itself, to my mind, convincing evidence that the Labor Department today is so far inadequately staffed that it no longer is even able to determine the actual situation in the area.

When Mr. Keenan says that employers in the area have learned that the wage rate will be enforced he is talking what Mexicans opposite the area would generally describe as "nonsense."

According to the official State census figures of Texas, there are roughly some 11,000 farms in the counties of Cameron, Hidalgo, Starr, and Willacy which make up the Rio Grande Valley.



These are for the most part huge feudal baronies. The average size of 5,314 farms counted in Hidalgo County is 64 acres. Starr County's 1,233 ranches average a size of 536 acres each.

Cameron has 3,564 farms of 140 acres on the average.

Immediately north of this area is the gigantic King ranch which, in reputation at least, is larger in itself than our smallest State.

On July 15, 2 task forces of the Immigration Service started in the upper end of the valley with several hundred men and they swept southward. Some 70,000 wetbacks were rounded up and loaded into buses and taken out of the area into Mexico.

Another 100,000, and that is a figure which was based upon checks by the Immigration Service, left voluntarily. These give some idea of the extent of the effect of the Labor Department's checks upon lawlessness. How persuasive do you think just 58 admitted convictions would be to the 11,000 growers in the valley?

Before leaving this matter I want to point out that reports of cheating are also common in the Imperial Valley. Here, with 70 to 75 cents as the so-called prevailing wage, the wetback rate of about 35 to 50 cents an hour, is being paid. The difference in the wetback rate is caused not only by the higher wage levels in California, but by the fact that Baja California has the highest minimum wage law in Mexico, whereas Tamaulipas, opposite Texas, has one of the lowest.

Mr. GATHINGS. How long do you think it will take you to finish? I cannot tell where you are ad libbing, and when you are reading. I am trying to keep up with you. The biggest part of your statement appears to be from your notes. We have about 15 other witnesses. You have been on the stand now I would say about 25 minutes.

You have several pages yet so far as I am able to ascertain. If you are going to filibuster I want to know it. We want to give you an opportunity to give us the benefit of your views.

Mr. PLUMB. We are trying to give you some facts, too.

Mr. GATHINGS. We are going to go on through and hear everybody. I would like very much to know whether you are filibustering.

Mr. PLUMB. No, Mr. Chairman. I resent that, if I may, because we are here trying to present to this committee the facts which have led the labor movement, the united labor movement of our two countries, to this position.

And I cannot see how trying to put facts in the record is a form of filibustering. This is vital for you. I am perfectly willing—

Mr. GATHINGS. I am asking you how much time do you want to take away from some of these other witnesses?

Mr. PLUMB. May I do this?

Mr. GATHINGS. We have about seven or eight members of Congress who are waiting on you.

Mr. PLUMB. I certainly do not want to keep them waiting. May I do this, may I ask that I be allowed to extend my statement by adding notes which I have made at the last minute, and then file it from this point on?

Mr. GATHINGS. You can proceed in any way you wish. I do not want to shut you off. You have several pages left in your statement. If you want to read the statement and notes, too, we will listen to you just as long as we can but we want to get something to eat and get back here at 1 o'clock.

Mr. PLUMB. I appreciate your problem although we are not anxious to hurry this thing through Congress as you apparently are.

Mr. GATHINGS. You said you had no intention of filibustering.

Mr. PLUMB. Objecting to hurrying a bill through is not filibustering.

Mr. GATHINGS. You want to delay it?

Mr. PLUMB. I do not want to delay it in any way. We are anxious to have you make changes. If you would make the changes we want right away, we want you to do it immediately.

Mr. GATHINGS. You never have given us any recommendation whatever what changes you recommend be made?

Mr. PLUMB. We have made them through the Joint Committee at the beginning. We have made them through the A. F. of L. testimony.

Mr. GATHINGS. We have that testimony. I am talking about you, yourself.

Mr. PLUMB. I do not want to be longwinded but I do feel that every year these hearings are called on short notice and hurried through. We are now trying to substantiate the need for changes.

Mr. GATHINGS. You were not even on the list of witnesses. We came here to hear Mr. Dragon, and he deferred to you to read a short statement.

Mr. PLUMB. I do not think he is in a hurry. Are you?

Mr. DRAGON. I like Washington this time of the year. I am not in a hurry.

Mr. PLUMB. Seriously, I do not want to be an obstructionist in any way. Because I realize that you people have other duties.

I am perfectly willing to submit to questioning on my statement as you desire, right now, but I would ask this: I have, late last night, added things which I think substantiate simply what I dictated in preparing this statement. I would like to be allowed to extend from this point on.

Mr. GATHINGS. Go right ahead.

Mr. UTT. Mr. Plumb, you made a rather serious accusation with reference to the Imperial Valley cheating by the association down there. And you prefaced that by stating that it was hearsay.

Have you ever made investigations into that situation of paying less than the prevailing wage?

Mr. PLUMB. My investigation was made by talking to Mexicans on the other side of the border as far as I could do so. This was not a thorough investigation. Admittedly 2 weeks is not going to make me an expert on the problem. All that I am reporting is that many, many Mexicans, and I have said and I say it again, I would say it is close to 100, have told me personally they have been cheated.

Mr. UTT. I am calling your attention directly to your statement with reference to the Imperial Valley.

Mr. PLUMB. I will not say all those are from the Imperial Valley. Most of them are from the lower Rio Grande area. That is the real trouble area.

Mr. UTT. You were concerned when you heard those statements?

Mr. PLUMB. I certainly was.

Mr. UTT. Were you concerned enough to go to the manager, Mr. Harrington, and ask to examine his books to see if they had paid the prevailing rates?

Mr. PLUMB. I did not. I was simply on a survey tour of the entire border. I did not have time. This was a hit-and-run affair. I gathered what facts I could.

Mr. UTT. To the best of your knowledge, Mr. Harrington has never refused to exhibit his association books?

Mr. PLUMB. I have never talked to him.

Mr. UTT. I do not know him, with reference to hearsay, I would like to make just a brief statement so far as Imperial Valley is concerned, that is, an incident that just occurred the other day. Are you acquainted with Mr. Mark Durhan?

Mr. PLUMB. I am not.

Mr. UTT. CIO field man in Imperial Valley. He reported to the Farm Placement Center there were 200 domestics at Calexico, ready, willing, and able to work. So a farmer discharged 50 of his nationals that he had under contract and made the request at the Farm Labor Replacement Center. Mr. Lydack, who is head of the Farm Labor Placement there, went down to Calexico and instead of 200 he found 25, of whom only 2 were willing to work. So that the farmer lost 2 days of harvest by discharging his nationals, and waiting for this false report or hearsay of Mr. Mark Durhan, and those are the kinds of things we get before this committee that are simply hearsay and no evidence of them. You contacted 100, you say, that said they were cheated. So far you have not given us a name or address or place from where you worked nor evidence of the fact that you complained to the employing body with reference to those men. We are just piling this record full of hearsay of people who go along the border.

Mr. RHODES. Will you yield?

Do you have any idea how many people you contacted who said they had not been cheated?

Mr. PLUMB. No. I talked to many people about many things and did not discuss this subject with even half of them.

Mr. RHODES. You do not have any idea of the percentage of people that you contacted who said they had been cheated? In other words, you were interested mainly—just a minute—you were interested mainly in compiling a record of those who had been cheated instead of those who had not been cheated?

Mr. PLUMB. I was interested in much more than that. I was trying to get a picture of the total situation on the border. I could not in 2 weeks do more than what any ordinary reporter does. I am a newspaperman by profession and experience. And I did what I think any competent newspaperman would do. I had to hit the high spots. I came back and wrote my story and at that point that was all that I could do.

Mr. RHODES. Being a newspaperman, if you do not get both sides of the story and find out exactly how bad the situation is percentage-wise, wouldn't you think you had written a slanted story?

Mr. PLUMB. I will not say so, Mr. Rhodes.

I reported the facts as I saw them, as I could get them. I do not think that it is the business of a labor newspaper to try to duplicate what is printed on the other side of the fence. I think it is our job to bring to the public facts which you cannot get any other way.

Mr. RHODES. You are an advocate and not a newspaperman. The only thing you are doing is trying to get facts which in your mind establish a preconceived notion.



Mr. PLUMB. I had no preconceived notion of how this worked.

Mr. RHODES. You said that you felt it was not the function of the labor newspaper to present both sides of the picture.

Mr. PLUMB. I say it is not a function of a labor newspaper to simply duplicate facts which can be found in the general press. There is a big difference, Mr. Chairman. We have only so much space. We do not have the millions of dollars to publish a paper that the average daily newspaper publisher has.

Mr. RHODES. Which paper did your article appear in?

Mr. PLUMB. In the CIO News. I may say they have been reprinted in part in Mexico. They have been reprinted in La Prensa of San Antonio. Perhaps elsewhere.

Mr. RHODES. I think it might be well if you would cease to describe yourself as a newspaperman in matters such as this.

Mr. PLUMB. I am appearing here, sir, as a representative of the CIO legislative department with a cause to advocate, but I would definitely deny that my story was based on any juggling of facts or any attempt at misrepresentation.

Mr. RHODES. I did not say that you juggled the facts. All I intimated and all I intend to say is that you just presented one side of the picture which, in my opinion, not being a newspaperman, I suppose I do not know, but in my opinion is not good journalism. There is no reason for us to get into that argument here, Mr. Chairman.

Mr. PLUMB. Mr. Chairman, I am going to try to wind this up. There is one other point that I would like to make on this—two other points if I may.

First of all, on this business of why it is difficult to prove these charges: I have shown you first the matter of the receipt. The other is the simple human factor of the viewpoint of the Mexican in this situation. He is scared. He wants to be rehired and he fears a complaint will cost his job. In some areas, and not without reason, he is afraid of violence against him in retaliation. I have asked Mexican newspapermen about this, why is it so impossible to get documentation, why isn't the Mexican ready to stand up and say that he is willing to back up a person in a charge of this kind?

And the answer they give me is this, that the cheated braceros go to their consul officer who is there to look after the complaints. The consul officer will show them a stack of complaints—they are at least 600 behind all of the time—and they will say, "Look at these things which are much more serious, many more serious things than complaints in terms of simple monetary loss—abuses and mistreatments and the like—which we have to look into.

"You signed a receipt. I am going to have almost no chance—I am just not going to be able to get it back. I will go into this if you insist, but it means pushing all of these more serious complaints aside."

The consul officers discourage these complaints because the case is almost impossible to win because of the receipt. This is a common practice, I am told by newspapermen in that area.

So I want to make it clear that this is something which we are not able to substantiate by documentian. This is a job for investigators, which is not our job, and that brings me to my second point.

We have been sitting here discussing this program for a long time and in the course of these hearings the Appropriations Committee of the House of Representatives has reported the appropriation bill for

the Department of Labor and Health, Education, and Welfare. It was passed yesterday, I am informed. In the report of that committee, in the reference to this program on page 5 which you committee members will all be able to get and check, here is what the House Appropriations Committee has to say in reference to the request for funds for this program, and we have already said that the Labor Department did not make an adequate request in regard to compliance officers, in our opinion.

The Committee says in its report:

The amount allowed for operations during the first 6 months of the fiscal year of 1956 is equal to the total of the obligations for the first 6 months of fiscal year 1955.

Here is the important point. I continue the quotation:

It is the committee's belief that any small increase in cost, due to recruiting all laborers from the interior of Mexico, rather than recruiting a portion of the laborers at the border, can be absorbed by some reduction in compliance activities.

Here you have another arm of the Congress, saying they do not want even the kind of compliance which we have been pointing out to you.

Mr. Urr. In your investigation, do you have in your possession one of these so-called false receipts or even a photostatic copy of one?

Mr. PLUMB. No, sir. We have not. However, let me say this: I am ignorant as to how you are going to show that a signed receipt for 50 cents is false on the surface of simply having the receipt——

Mr. Urr. You can follow it up by an affidavit by the man to the effect that he did not receive the amount for which he signed.

Mr. PLUMB. May I say that the Joint Committee has a field representative in Texas, who is Andrew McLellan, and I am sure that he is working on this as he told you before and we are hopeful that we will definitely be able to get cases. We have already shown through the statement of the Labor Department that out of the 116 complaints they received at least half of them when they went to the growers, the growers immediately said, this is the case. They did not argue the point at all.

Mr. GATHINGS. And made restitution. Made good the 50-cent level.

Mr. PLUMB. In the case of the person that complained. I assume many others would be cheated. If one is cheated, it is a logical assumption that other workers are cheated.

Mr. GATHINGS. Don't you think that 116 out of the many, many thousands of workers that have come into this country is a mighty meager number?

Mr. PLUMB. I certainly do, sir.

Mr. GATHINGS. What is the purpose, then, of your testimony?

Mr. PLUMB. I think it reflects the facts.

Mr. GATHINGS. You brought out that 116 people claimed they were underpaid out of many, many thousands along the border.

Mr. PLUMB. I am perfectly willing, Mr. Chairman, to let the record show what I brought out.

Mr. GATHINGS. We will let it show that, too. You said there were 116 that the Labor Department stated that they had not received 50 cents an hour?

Mr. PLUMB. The 116 is in the lower Rio Grande Valley alone. I do think it is an insignificant figure. I draw a different conclusion than

you, sir. In my mind it shows how inadequate policing by the Department of Labor is. In his statement yesterday, Mr. McLellan said there had been 621 complaints in the area since January 1954. The Department should know it is a much bigger factor and to say that this is nothing, that this is not going on, just does not square with what the Mexican people themselves believe.

Mr. GATHINGS. You want absolute perfection.

Mr. PLUMB. I hope this practice is not going on, but I believe it is. I want it stopped.

Mr. GATHINGS. We all want a better deal. We would all like to see a little better day. There are other folks that use this labor outside of that border area. We heard one this morning, and there are other sections of the United States that are interested in recruiting labor, who have to have labor to harvest their crops.

Mr. PLUMB. Absolutely.

Mr. GATHINGS. And you will certainly not want to burn down the whole barn, would you?

Mr. PLUMB. Absolutely not. But I would like to point out just this, that Mr. Siciliano said here last week that half of the 309,000 of the contract braceros brought into the country last year, went to Texas. That 85 percent of those went to the 4 Border States.

Mr. GATHINGS. That is right. No doubt about it. That shows that this legislation has eliminated to a large degree the wetback menace.

Mr. PLUMB. The 15 percent remaining, though, sir, out of 309,000 is 46,350 which he said was used in 22 States. I would like to point out for the record that that is an average of 2,100 workers per State and we are bringing about this situation on the border because of our concern for an average need for only 2,100 workers in States where there is much greater unemployment.

I would contend that not even the four States which get most of the subsidy of this program benefit as a whole. You will recall that last year Chairman Cooley pointed out in the course of the debate on the "Go it alone" program, as we call it, that this program was of primary benefit for the four Border States. I would like to go a bit further and say that the program that does not even benefit these four States, but only several counties on the border. I think what Representative Poage brought out yesterday substantiates this view. Mr. Poage said that in central and northern Texas, they are now paying Texans \$1 an hour for labor. These farmers in northern Texas, and in central Texas, and in other parts of these Border States—because Texas is a mighty big place and it is quite different in the lower Rio Grande Valley than in the other areas—these farmers in other parts of Texas, in your State, in Chairman Cooley's State, are paying higher wages, but they must sell their harvest in the same competitive market as growers using this low-wage labor in the lower Rio Grande Valley.

Mr. GATHINGS. We can make our own complaint and we can speak for North Carolina and Arkansas very well.

Mr. PLUMB. I am sure you can.

I am through, sir.

Mr. GATHINGS. We can take care of our own States very well.

Mr. PLUMB. I will stop. I thank you for listening to me. I know this has been a strain because of your rush to get this through. If I seemed to have pressed too hard it is only because I feel as Brother



Galarza tried to say to you, that this is something that involves human beings and we do not like to see human beings pushed around.

Mr. GATHINGS. We did not push you around this morning, did we?

Mr. PLUMB. Certainly not. I am not saying that, sir.

Mr. GATHINGS. We have several more here. I just wondered if you wanted to read this statement, too?

Mr. DRAGON. No, sir.

Mr. GATHINGS. We will print the balance of your statement in the record without objection, Mr. Plumb.

Mr. PLUMB. Thank you.

(The balance of the prepared statement of Mr. Plumb follows:)

UNREAD PORTIONS OF THE STATEMENT BY MILTON PLUMB, DIRECTOR OF LEGISLATIVE INFORMATION, CONGRESS OF INDUSTRIAL ORGANIZATIONS, ON PUBLIC LAW 78 AND H. R. 3822

In the whole United States, in 1954, we are informed that the total number of complaints which the Labor Department processed was approximately 3,500. It is interesting to note that the ratio of complaints by workers against employers was 3 for every 1 the other way.

To us, the significant thing about Mr. Keenan's statement is his remark that, "despite the fact that we put additional compliance men in there, we did not have enough to give the type of coverage we would like to have given." That is the point we have been trying to make. The Department of Labor does not have enough compliance officers to give adequate coverage. Its own officer concerned with the situation in the lower Rio Grande Valley admits that there at least this was the case.

But what did the Department of Labor do in its budget requests to rectify this situation next year? It made no significant request for additional funds for compliance officers, which is obviously the first step toward a realistic attempt to deal with this problem.

In his testimony the other day, Mr. Siciliano, under questioning, indicated that the Labor Department was not in principle opposed to border recruiting. This, we think, is a serious mistake and a position which Mr. Siciliano could only take because of inadequate information about the evil results of border recruitment. I am well aware, having talked to them, that many Labor Department compliance officers—like the growers—favor border recruitment. Nevertheless, the whole concept of border recruiting rests on the assumption that this program must only consider the convenience of United States growers, and perhaps of the Labor Department recruitment men; it ignores completely the conditions which result from the program on the other side of the border—conditions which have made the Government of Mexico strenuously oppose it—as well as the adverse results affecting the welfare of United States workers.

One result has been a big growth in the number of labor contract associations, who have a vested interest in seeing that a cheap supply of labor is always available at the border. In Texas, it takes only three men to get a charter as a labor contracting group. Today there are over 300 such associations in Texas. It is a profitable business—insurance premiums alone can net around \$7 a head. Now, there is nothing wrong with making a business profit, as such, but we most definitely insist that we should not permit the kind of profiteering that has been going on under this program, which has as its basis the exploitation of human poverty and need.

There is no question but that border recruiting draws workers from the interior of Mexico to our border, where, if they are rejected, or if they are not hired immediately, they cross illegally into this country and search for work on their own. Last December in San Luis Potosi, some 600 miles by road away from our border, I easily found and talked to several braceros who readily admitted that they had not any work contract but, nevertheless, were leaving for the border to go to work. I took pictures of some of them, part of which have been published in the CIO News. At the same time, in the same city, I spoke to a farmer who owned 300 acres nearby who said that, for several years, he had been unable to obtain enough braceros to meet his needs in harvesting his corn crop. Corn, I would point out to the committee, is the basic staple of the Mexican diet. Failure to harvest enough of it to meet Mexico's need could

easily bring on famine, yet by our practice of tolerating illegal immigration, made easier by border recruiting, we are making it difficult for Mexico to meet her own needs for farm labor.

Last May in San Antonio, the Most Reverend Robert E. Lucey, archbishop of San Antonio, gave me figures on the origins of 605 wetbacks brought to the detention facilities in his area on May 9, 1954. I cite these figures here because they show conclusively that the origin of significant numbers of Mexican aliens is far in the interior of Mexico.

Total number of aliens interviewed, 605.

State of origin and number from each State listed :

|                     |     |                      |     |
|---------------------|-----|----------------------|-----|
| Aguascalientes----- | 4   | Oaxaca-----          | 1   |
| Chihuahua-----      | 2   | Puebla-----          | 1   |
| Coahuila-----       | 36  | Queretaro-----       | 8   |
| Durango-----        | 22  | San Luis Potosi----- | 97  |
| Guanajuato-----     | 111 | Sinaloa-----         | 1   |
| Guerrero-----       | 3   | Tamaulipas-----      | 86  |
| Hidalgo-----        | 4   | Veracruz-----        | 2   |
| Jalisco-----        | 46  | Zacatecas-----       | 25  |
| Mexico, D. F.-----  | 10  |                      |     |
| Michoacan-----      | 40  | Total-----           | 605 |
| Nuevo Leon-----     | 106 |                      |     |

| Type of work engaged in—     | Num-<br>ber en-<br>gaged | Pay per hour of work |              |              |
|------------------------------|--------------------------|----------------------|--------------|--------------|
|                              |                          | Maxi-<br>mum         | Aver-<br>age | Mini-<br>mum |
|                              |                          | <i>Cents</i>         | <i>Cents</i> | <i>Cents</i> |
| Cleaning cotton-----         | 250                      | 30                   | 20           | 17           |
| Tractor driving-----         | 16                       | 50                   | 34           | 25           |
| Picking green beans-----     | 23                       | 25                   | 20           | 15           |
| Irrigating-----              | 38                       | 30                   | 25           | 17           |
| Picking tomatoes-----        | 69                       | 30                   | 25           | 17           |
| Picking cantaloupes-----     | 46                       | 30                   | 25           | 20           |
| Picking okra-----            | 4                        | 25                   | 20           | 20           |
| Packing shed-----            | 4                        | 75                   |              | 25           |
| Picking onions-----          | 1                        | 35                   |              |              |
| Picking pickles-----         | 5                        | 30                   |              |              |
| Picking peas-----            | 1                        | 30                   |              |              |
| Picking corn-----            | 7                        | 15                   |              |              |
| Carpenter's helper-----      | 1                        | 30                   |              |              |
| Mechanic's helper-----       | 1                        | 40                   |              |              |
| Aliens doing other work----- | 139                      | 40                   |              |              |
| Total-----                   | 605                      |                      |              |              |

<sup>1</sup> Per bushel.

I would also like to direct the committee's attention to the aspect of this program which affects parts of our economy other than agriculture.

The low wages paid to illegal and legal Mexican workers in the lower valleys of Texas and California are one of the reasons why wages in other work besides agricultural labor are so low in these areas. The CIO believes that a job is no less demanding upon the laborer's energy and time because of the State or county in which it is located, or because of the nationality of the worker who engages in it. We believe that every laborer, whether in Texas or in Michigan, whether he is of our country or from Mexico, is entitled to a fair return for the labor he gives.

I have stood on several morning at various gateways to this country from Mexico and watched thousands of Mexicans streaming into cities like Brownsville and El Paso. I have watched the same swarm make their exit in the afternoon. I have taken pictures of these crossings and some of them have been published. These workers are employed in jobs which ordinarily would be filled by United States workers in this country because they are ready to work for a lower wage. In El Paso last December I was informed by a local official of the American GI Forum that there were 3,000 Mexican-American war veterans in the city and known to his organization to be out of work, but every day some 15,000 Mexicans are "legally" crossing to work in El Paso. Newspapermen in San Diego told me that in December, long after the roundup of wetbacks, illegally entered Mexicans were still working in laundries, cleaning, construction, hotel,



and domestic work in their city. Official figures say that 150,000 Mexicans cross daily to work in Texas. Competent authorities estimate the number in California at 80,000. A CIO steelworker official who has been making a special study of this situation in El Paso told me that he has learned that 50 percent of the local members of the Mine, Mill & Smelter Workers Union, which was expelled from the CIO for Communist domination, are Mexicans who make this daily crossing from Mexico to jobs in the United States. Growers near Eagle Pass have made it a common practice to encourage their workers to go back to Mexico each night, since they thus escape the need to build housing for them. At Algodones, where a similar practice has prevailed, the border has only recently been closed each night in an effort to discourage it.

The CIO wants to make clear that it does not oppose the use of Mexican labor in the United States whenever and wherever it is needed. We certainly do not want to deprive any Mexican worker of an opportunity to earn money in the United States legally. But what is going on in this regard is contrary to the laws of Mexico as well as our country, and we are convinced, because it results in the greatly reduced wage levels in cities as well as on farms near the border. In the long run the present situation is actually depriving Mexican workers of the much higher wage that they are entitled to receive.

This influx of cheap labor also is depressing the wages of United States workers in the areas, and certainly is a contributing factor to unemployment there. The people from Mexico who go through the gate each day at El Paso, San Diego, Brownsville, and other places have tourist cards, passports (sometimes faked), birth certificates showing United States citizenship (often false) or work permits for domestic work only. A highly profitable business in forged passports is being conducted. This is a new kind of immigration which both Mexicans and Americans living on the border have informed me has greatly increased since the roundup. The wages these people receive are generally much less than \$25 a week. El Paso housewives still pay Mexican maids \$5 weekly for a full 5-day week. These may not be poor wage rates in Mexico, but these are wages being paid for work on this side of the border, and in this year of 1955 in the United States they can only be called a form of exploitation. These low wage conditions along the border are also clearly a threat to our total national economy. They also are a burden to border communities, since no taxes are paid for their treasuries by the Mexican border crossers.

Low wages have brought to south Texas runaway industries which are really no asset to the State, because in the main they represent the low-wage, "sweating" employers. The international representative of the Amalgamated Clothing Workers, CIO, in El Paso informed me that in August of 1952 there were 2,800 people working in 9 factories of the garment industry there. Today there are 12 factories with over 4,000 employed. Other clothing plants recently have been established at Del Rio, Eagle Pass, and McAllen, and the wages in all of them are considerably below the average for the clothing industry. At the time I was in El Paso 28 laundry workers there were on a spontaneous strike: they were being paid 35 cents an hour or \$14 a week.

These are legal wages in the State which—although some of its citizens, such as its oilmen, are probably the most subsidized by the Federal Government of any group—has what are probably the most antilabor laws in the Nation. I am not implying that there is anything illegal about this situation—except insofar as Mexicans may be illegally employed—but I am sure that the conscience of America must be shocked to know that in this year 1955 our largest State is fostering such low standards. This condition is made possible because anti-labor laws have made it difficult for labor to organize, and because border recruiting and the general practice of using wetbacks for labor which has prevailed in Texas for many years places an inexhaustible supply of cheap labor at our borders.

The CIO also wants to make clear that in protesting these conditions we have just outlined, it does not mean to reflect in any way upon the character of the Mexican people. Obviously, the people in the border States must find them fully qualified and even highly desirable workers, since they always protest in the extreme when we make a simple demand that something be done to halt even an influx that is illegal, not only from the standpoint of Mexico but the United States as well. When Mexicans are needed in this country to meet authentic needs of agriculture, or even other types of employment, and when they come here legally with the full consent of their own government in such circumstances, the CIO not only welcomes them but will do everything in its power to see that they are treated with the same dignity and respect that we



will always demand for our own United States workers. In such circumstances, since they would come as guests to meet our need, we owe them a special obligation to be good hosts and see that they are treated fairly.

We know that 12 million Mexicans—40 percent of the population—earn less than \$45 a year. We understand the economic forces which drive these people to come to our country to work. We intend to do everything in our power to help Mexico improve its economy and wipe out the great difference in average national income which presently exists. We know that the Mexicans who come to our border in search of work are enterprising and vigorous, since so many of them walk even hundreds of miles and make many other sacrifices to do so. These are not people who lack the intelligence to know when they are cheated. If they do not protest when they are abused, it is often because even a wage of 30 cents an hour is essential to them to maintain life, not only for themselves but their families. The same is also true of some of our own people.

It is unfair to most of the farmers of America, who we are convinced generally do not want to cheat their workers of a just return for their labor, to permit the feudal barons of agriculture in the lower Rio Grande and Imperial Valleys to continue to get away with this condition of sweated labor in agriculture. It is also unfair to most of the employers of America, who likewise are ready to pay fair wages, to permit the workings of a law which primarily benefits the big corporation farms of the border to bring about competitively unfair wage conditions in nonagricultural employment in this region.

Mr. DRAGON. I would like to proceed when Congressman Rhodes is here, Mr. Chairman.

Mr. GATHINGS. Suppose we come back at 1:30?

Mr. DRAGON. Is that what you planned?

Mr. GATHINGS. I thought we would get through half an hour ago. Do you have to make a plane or something? We will listen to you now if you have to go right away.

Mr. DRAGON. I do not have to go right away. I would like to emphasize first, the first two pages. Then skip through and point out and bring out some positive cases with names and records that I have here.

Mr. GATHINGS. I do know that Mr. Rhodes wanted to ask you some questions. That is the reason I think it well we come back at 1:30.

Mr. UTT. I am afraid I will not be here when Mr. Dragon reads his statement. I have an appointment over at the Pentagon. I would like to compliment him on something that appears on page 10 where he says, "It is the farmer's right to obtain foreign workers without paying tribute to an association," and say that I subscribe to that entirely, not only so far as the farmers' organizations are concerned, but so far as the CIO or any other union is concerned, that it is the workers' right to obtain work without paying tribute to any union.

Mr. GATHINGS. Any other point that you would like to cover?

Mr. UTT. No; I will try to get back.

Mr. GATHINGS. I hope you can.

I wish to have placed in the record a letter from Mr. John L. Baker from the National Farmers Union dated March 17.

(The letter from Mr. Baker is as follows:)

NATIONAL FARMERS UNION,  
Washington, D. C., March 17, 1955.

Congressman E. C. GATHINGS,

*Chairman, Subcommittee, House Committee on Agriculture,  
House Office Building, Washington, D. C.*

DEAR CONGRESSMAN GATHINGS: This is in reference to H. R. 3822, eliminating the termination date of the Mexican farm labor importation program, on which your subcommittee has scheduled hearings for March 16 and 17. Since it will be impossible for us to appear before your committee because of commitments already made, we request that this letter be printed in your hearings.

National Farmer Union program for 1954-55, adopted by delegates to biennial convention at Denver, Colo., on March 15-19, 1954, has the following to say concerning the subject matter of the bill before you:

"We are convinced that special Federal aids given to industrial agricultural enterprises in the alien and migratory workers programs act to subsidize unfair competition against family farms; we therefore urge elimination of these subsidies."

America's family farms have demonstrated throughout the years a magnificent ability to produce efficiently a sustained abundance of food and fiber needed by American consumers and enough for considerable exports. We believe that the Nation can be supplied abundantly with food and clothing from our family farms without paying special subsidies and giving special aids to factories in the fields in the form of cheap imported or domestic migratory labor. We know that the low living standards, subsistence wages, poor living conditions, and long hours of work of imported Mexican labor sets the basis of income that can be earned from their work by family farm operators and members of their families.

Rather than providing labor subsidies to these larger-than-family farms, the Nation should be requiring these industrial employers of migratory farm labor to pay the national minimum wage, to provide adequate housing and sanitary accommodations at private expense, to faithfully follow child-labor laws, and to allow their employees to engage in collective bargaining. As long as cheap hired labor supply is made available by Government action from over the southern border, we see no hope that these industrial agricultural enterprises can be forced to engage in fair competition with family farmers.

We therefore urge your subcommittee to recommend against the passage of the bill to continue the Mexican farm labor importation program. This kind of program should not be made a permanent feature of the American economy. To do so would be to go contrary to traditional policies dated far back before the Revolution, emblazoned upon our statute books by Thomas Jefferson, Thomas Hart Benton, Abraham Lincoln, and many other historic figures, to preserve and strengthen the owner-operated family-type farm.

Thank you for your courtesy and best personal regards.

Sincerely,

JOHN A. BAKER,  
*Assistant to the President.*

Mr. GATHINGS. We will recess now until 1:30.

(At 12:30 p. m., the hearing was recessed until 1:30 p. m.)

#### AFTERNOON SESSION

Mr. GATHINGS. The committee will come to order.

I would like to ask that the remainder of Mr. Plumb's statement be inserted into the record right at the conclusion of his remarks this morning.

Also, that a statement from the National Farmers Union, a letter, signed by John A. Baker, assistant to the president, directed to me, be incorporated in the record right following Mr. Plumb's statement of this morning.

Now, Mr. Dragon, we will be glad to hear from you.

#### STATEMENT OF NICHOLAS C. DRAGON, CIO REPRESENTATIVE IN NEW MEXICO AND ARIZONA

Mr. DRAGON. Mr. Chairman and members, I would like to emphasize and bring out certain things. I am happy to see Congressman John Rhodes here, because he is in my territory.

I am appearing before your committee on behalf of the 6 million members of the Congress of Industrial Organizations to urge your serious consideration, not only of the economic factors, but also of the basic human issues involved in the present program for importing



Mexican contract workers to perform farm labor in the United States. As CIO representative in Arizona and New Mexico and member of region XII, labor and management committee, I have seen at first hand the effects of the program of Mexicans and our own citizens. As a member of the Labor Advisory Committee to the Farm Placement Service of the United States Labor Department, I am familiar with similar problems arising in other parts of the country.

While most of the members of this committee may be especially concerned with the importation of Mexican workers as it affects farmers, I hope you will give weight also to the problems from labor's point of view and the point of view of local resident taxpayers in the areas where large numbers of Mexicans are employed who in the past have supplanted their earnings during harvesting season.

Moreover, because this program involves very complex relations, not only with the Government, but with the workers of a foreign nation, it has overriding considerations in terms of the international relations of the United States. The importance of the good will of Latin America toward this Nation is recognized by all Americans, and it has been underscored recently by the good-will tour of Vice President Nixon of the United States throughout the republics to our south. The CIO applauds the motives behind the Vice President's tour, but it wants to remind this committee that this Nation, like any other nation, is judged in terms of deeds and not by its words alone. We cannot talk peace and democracy and friendship and win people to our side in the current struggle for men's hearts and minds unless we demonstrate by our actions that we mean what we are saying.

It is in this connection the CIO wants to remind this committee that the last Congress, by amending Public Law 78 to provide for a go-it-alone program of Mexican labor recruitment whenever the Mexican Government does not agree with the United States as to the terms of importance, has written into the law of the land a provision which, in principle, substitutes the old "big stick" approach for the good-neighbor policy. This provision is a thorn in the side of good relations between our two nations, and it should be repealed immediately. As long as it stands, it hangs as a threat over the heads of the Mexican negotiators that says, in effect, "If you don't take things the way we tell you, we may hire all of your nationals who illegally enter our country anyhow." This amendment, which President Eisenhower signed into law even though a new agreement had already been reached, is an obstacle to proper negotiation between our two nations as equal powers. It is abhorrent in principle, because its very existence is regarded as an implied admission that this Government believes that continued cooperation and good will under agreements arrived at by friendly negotiation may not be possible.

The CIO knows that this is not the case, because the bonds of friendship between the people of Mexico and the United States are strong enough to survive much more than even this indignity.

We know, too, that this provision was enacted into law last year with undue haste, and under considerable—if unthinking—pressure from the administration. It is not in any way representative of the considered judgment of the people of our country.

This committee has a real opportunity to back up the goodwill tour of the Vice President Nixon by acting to repeal this amendment. Such action will assure the Government of Mexico that we intend to remain



good neighbors and to conduct our international relations—even in regard to this controversial Mexican farm-labor program—only in terms of agreements mutually arrived at. We should not allow the present statutory authority for the administration to act otherwise to remain on the books another day.

As you sit here in Washington, believing, as the CIO believes, wholeheartedly in the basic friendly international intentions of the United States, it may be difficult for you to comprehend the international significance of this amendment authorizing a unilateral program in place of one based on bilateral accord. But make no mistake about it—this has been misrepresented throughout Latin America by enemies of the United States as an example of Yankee imperialism. For propaganda purposes, the fact that the law has never been used is of little moment. Only its full repeal will make clear our Nation's true intentions, as we are sure all members of this committee, as well as the CIO know them, to be a good neighbor.

I have with me, Mr. Chairman, some resolutions that I would like to introduce as our resolutions adopted by the labor management committee; a release from the Department of Labor, Federal Advisory Council resolutions. I want to introduce a resolution, a recommendation of the farm-labor program adopted by the Federal labor advisory committee, and the members on that committee. I also want to file a minority report on farm labor by the Federal Advisory Council.

I also have with me the recommendations of the labor advisory committee on farm labor presented to the United States Department of Labor, January 28, 1955, which I would like to file.

Mr. GATHINGS. Will you pass those up here so that we may look at them?

All of this material is pertinent to the hearing, and without objection it will go into the record. Do you want it to appear right here?

Mr. DRAGON. I think it should appear at the end, that would be all right.

Mr. GATHINGS. Very well, that will be done.

Mr. DRAGON. We also want to impress upon the committee that there is a particular need for such action at this time. The recent roundup of wetbacks was not entirely the unmixed blessing that other witnesses before this committee have painted it to be. Nor is the present increased use of legal contract labor, as the present program is now operating, promoting the increased goodwill on the Mexican side of the border that should be its chief result. CIO investigators have covered the entire border with Mexico within the last 3 months, talking to Mexican contract workers, wetbacks, Mexican labor leaders, Government officials and others about the present situation.

We can report, from first-hand knowledge, that the action of the recent roundup, and the way in which it was carried out, placed considerable hardship upon the Mexican border areas affected, as well as on the wetbacks themselves. This, too, has been exploited by the anti-United States elements in Mexico, particularly the Communists, in an effort to turn Mexican workers against their brothers to the north.

Fuel to their propaganda efforts has been added by the lack of adequate enforcement of the contract-labor program, particularly in the Lower Rio Grande Valley of Texas and in the Imperial Valley of California, where there is widespread evidence of failure by employers to pay even the contract wage agreed upon. Mexican workers, as well

as United States workers, inevitably resent such injustice, which is widespread enough to be common knowledge along the entire Mexican side of the border.

Neither the Mexican Government nor our Labor Department has adequate machinery for enforcement at the present time. Indeed, the number of compliance officers which the Labor Department has in these areas at the present time is so small that the force is scarcely sufficient to permit it to learn even what is going on there with any accuracy. This cheating of legal Mexican workers, who come to work in this country expecting the protection of an international agreement between the two Governments, cannot be tolerated. The growers who violate their contracts are not only depressing wage rates, they are contributing directly to the propaganda of enemies of the United States.

If the needs of both United States and Mexican workers are to be properly safeguarded, Public Law 78 needs substantial change. The purpose of our appearance is to urge you not to extend the law indefinitely as is proposed by H. R. 3822 but, first, to make essential improvements, and then—and only if this is done—to extend the revised law to not later than June 30, 1956, so that it can then be reviewed in the light of experience.

The position of the CIO was set forth in a resolution on farm labor which was unanimously adopted by our convention last December. I ask that it be included in the record as an appendix to my statement.

When Public Law 78 was up for revision in the last Congress, the CIO asked for a required minimum wage of 75 cents per hour for all Mexican contract workers. Failure to grant the minimum wage or a revision of the method of fixing the prevailing wage is creating a deplorable condition. We cannot afford to let any groups of citizens live on labor under conditions which are injurious to the common welfare.

Mr. Chairman, I have with me documents from the Department of Labor, dated 1953, showing the wage rates paid in California, Arizona, Arkansas, and Colorado. I would like to show, for instance, that in Arizona we have a wage rate in regard to cotton chopping and general farm work of 60 cents an hour.

In Arkansas we have, as of June 15, in the lower Mississippi River Delta cotton area, chopping, and in the lower Arkansas cotton chopping area, a wage rate of 30 cents per hour—25 and 30 cents per hour as of June 7 and June 15 of 1954.

Mr. GATHINGS. What are you reading from?

Mr. DRAGON. The Department of Labor Statistical Report, Employment and Wage Supplement, Farm Labor Market Development, July 1954.

Mr. GATHINGS. The testimony of witnesses was to the effect that it is 50 cents an hour for chopping in Arkansas. That is the type of contract we have.

Mr. DRAGON. Would you like to look at this?

Mr. GATHINGS. It isn't necessary. I just say that we are paying more under contract than that.

Mr. DRAGON. I might say, Mr. Chairman, that in 1953 your wage was 50 cents an hour. In 1954, it went down, according to this record from our Department of Labor, to 25 and 30 cents an hour, and 40 cents an hour.

I raise that from the point of view, Mr. Chairman—I think we all ought to be concerned about it—what can we do about these low wage rates paid to farm workers. They are not in our economic purchasing power. They are a group of people in our lowest economic strata.

We in CIO make automobiles, refrigerators. We have all types of industry that our people are employed in. We have here a group of people who do not share in the good things of life. We are very much concerned about it.

I think one of the reasons that maybe the wage rate is low is the fact that Mexican nationals are imported into certain areas that do keep that wage rate down under the table. We are opposed to that principle.

Mr. GATHINGS. I think the gentleman is all off base. As a matter of fact, there has been a depression in the price of farm commodities.

Mr. DRAGON. Yes.

Mr. GATHINGS. As you will recall.

Mr. DRAGON. I agree, but there has also been an industrial revolution where production has increased. You have cotton picking machines.

Mr. GATHINGS. Everyone ought to get a fair wage. We will agree to that absolutely.

Mr. DRAGON. That is right.

Mr. GATHINGS. There will then be more money put into circulation. If you are in business operating a store, or other occupation, you would be the beneficiary.

Mr. DRAGON. But that still does not solve the problem. We say there has been a decrease in farm profit. One of the things that is involved, in this country right now—it is an important point, too—and it is the first thing that ought to be told to many of the people in our country, that is, that farmers as a class are not getting rich.

I want to point out further in my testimony that the farmer as a class in Arizona are a little bit different breed. They own restaurants. They own packinghouses, ice plants. They are directors of banks. They are all doing differently, possibly, than possibly the farmers in your State, Mr. Chairman.

I think it is true, possibly, in the Imperial Valley in California. It is true in Arizona today.

Mr. GATHINGS. There is nothing wrong with an American owning an ice plant, is there?

Mr. DRAGON. No, no. When a man calls himself a farmer and a grower, that is something else. I will give you an example. We have in Arizona a place called Litchfield, Ariz. That is owned and operated by Paul Litchfield, the president of Goodyear Tire & Rubber Co.

Mr. GATHINGS. That is very fine. What difference does it make if he does own a farm?

Mr. DRAGON. What difference does it make? It makes a lot of difference if he pays 30, 40, or 50 cents an hour wages.

Mr. GATHINGS. Well, if you want to get a contract, then, for 35 cents, under the law, that is not on the statute books, you would pay the prevailing wage in the vicinity. Do you want a 35-cent wage for Arkansas?

Mr. DRAGON. How is the prevailing wage set? We will talk about that. I have with me, Mr. Chairman, a document of the Arizona



Farm Labor Advisory Committee, dated August 12, 1954. This was a meeting held in Phoenix, on that date. And the list of people involved are on the back here.

This committee met August 12, and decided that the cotton picking wage should be \$2.50 a hundred. No representatives of labor were there. They agreed and sat down and passed a resolution, a motion, that the wage should be \$2.50 a hundred, notwithstanding that the year before it was \$3 or \$3.50. The cotton was better. Yet this group set the prevailing wage. And I say set it by conspiracy and by fraud.

Mr. GATHINGS. Let me say this to you, do you know much about cotton picking?

Mr. DRAGON. I have picked cotton.

Mr. GATHINGS. You have picked some?

Mr. DRAGON. Yes, sir.

Mr. GATHINGS. You have been around cotton for some time. Where were you reared?

Mr. DRAGON. I was reared in western New York on a farm.

Since coming to Arizona, since 1948 and 1950, I represented the workers in the cotton oil seed mills, the cotton compressors. We have never tried to organize the cottonpickers, Mr. Chairman, but we have been close to the picture.

Mr. GATHINGS. What I was getting at was that the rate does fluctuate as the season progresses. So the figures you gave there, no doubt, could have been at the end of the season.

The rate will start at \$1.50 or \$2 and it might move up to \$2.50 and then it might move up to \$3—it might move up to \$3.50 at the end of the season.

So the rate you gave no doubt could have been at the end of the season.

Mr. DRAGON. What I am opposed to, and I think the committee ought to be opposed to, is this, that a group is getting together behind closed doors and setting a wage and saying, "That is what we are going to pay, so much and no more. And not one of you gentlemen in the room had better pay more."

Mr. GATHINGS. The CIO was not advised of that which you are complaining about now?

Mr. DRAGON. None of the workers were consulted, whether that would be the prevailing wage.

Mr. GATHINGS. You were not advised of it?

Mr. DRAGON. None of the workers were considered, whether that was a fair or equitable wage.

Mr. GATHINGS. If they had advised with the CIO that would have been fine?

Mr. DRAGON. No. We would have said our piece. We would have blocked it or tried to block it. We would have said that the cost of living has gone up; wage increases have come all over the country. Yet here is a group of people in the lowest economic strata, Mr. Chairman, who took a wage cut, and there was no need for it.

Mr. GATHINGS. The CIO was not consulted?

Mr. DRAGON. Sure, they were not. I think we have a right to complain. We have a right to complain that it is for the common good of the country. We just do not feel that it is proper that a group in that economic strata should have their wages cut. We are trying to be the savior of the people in the low-wage brackets of this country.

Mr. GATHINGS. Wherever they are?

Mr. DRAGON. Wherever they are. That is right, Mr. Chairman.

Mr. RHODES. I would like to have the witness read the names of the people who were present at that meeting.

Mr. DRAGON. Yes, I will be glad to.

The names of those present at that meeting were Mr. Casey Abbot, committee member—he is a grower; James Rork, a committee member, who is the employment director. V. P. Shevelbarger, who is a foreman for one large ranch. David Lee, committee member. George Pickering, committee member, and James Nordake; E. S. Sweeney, executive secretary; Jack Williams; William Larson; Sam Maxy; McKilkan; Floyd Smith; Bill Rhodes, a grower; Bill Blaisdell; Clarence Jones.

There was no one there, no one representing the workers, saying, "Wait a minute, I have something to say about my wages being cut."

Mr. RHODES. Mr. Rork is an employee of the Arizona Employment Commission.

Mr. DRAGON. That is right.

Mr. RHODES. As such, he has a pretty good idea as to the supply and demand of labor in the community, as to what the prevailing wage should be with regard to the supply and the demand of labor.

Mr. DRAGON. He is under political pressure, too, do not forget that.

Mr. RHODES. You can say that. Personally, I have always thought very highly of Mr. Rork and his ability. I believe that if Mr. Rork felt that is the proper wage, then I would want to have some evidence that it was not the proper wage before I could say that Jim Rork had gone off under pressure by anybody and agreed to a wage cut that was not justified.

Mr. DRAGON. The wage cut was not justified. That is my point.

Instead of seeking to make farm jobs attractive to Americans, many growers through their associations, have turned to cheap foreign labor to meet their needs. If Mexicans or West Indians can be brought in under contract, the owner feels sure of his supply, and he doesn't have to compete with industrial wage levels for farm labor. Such workers do not bring families with them, and after the crop is harvested, the workers have to leave. The community has no problem of educating kids or looking after stranded families. From the purely selfish economic interests of the growers using Mexican labor, it is easy to understand the appeal of the program, particularly in the 4 States that get 85 percent of this cheap imported labor.

There is, however, another side to this picture, and I would remind this committee that the number of human beings affected as domestic farm workers is far greater than the number of growers who have been profiting at their expense. There is also the interest of the Nation as a whole. If the present trend continues, United States agriculture will soon be placed at the complete mercy of foreign governments insofar as its labor supply is concerned.

The Department of Labor and its Farm Placement Service have helped the farmers organize themselves into associations to handle foreign and domestic labor. What has the Congress or the Department of Labor done to enable United States farm workers to organize so that they can deal with their employers in regard to conditions of work? Domestic farm workers should be protected in their collective bargaining rights as are industrial workers.

At the present time the only protection that foreign workers have is their own consular representatives and the employees of the Department of Labor whose title is compliance officers. The latter are supposed to see that growers comply with Public Law 78, the Mexican Contract Agreement, and the individual contracts.

At present the staff of compliance manpower is entirely inadequate for any real enforcement. Arizona needs at least 4 compliance men—it now has 1. As the program is set up, the compliance man, due to lack of staff and because the reports he must make out are time-consuming, has little time for actual field investigations.

There are many cases of violation which hurt the purpose of the program. For one example, look at Phoenix in 1954. A grower used two of his contract workers and borrowed another worker from another grower and employed them in construction work—the construction of a granary—for a person who was not authorized to employ Mexican contract nationals. This granary was being constructed under a separate contract between the grower who had the nationals and the man who owned the granary. Failure to have adequate compliance manpower means that the entire program of helping the farmer is looked upon distastefully.

At the present time the question of need rests in the hands of State officials who are often guided by local political pressure to certify needs which aren't really there. The question of need should be decided by the Department of Labor and not delegated to State officials. This section of the law should be more clearly spelled and the Department of Labor should be given full authority and full responsibility—to set the prevailing wage, as well as the quota to be imported.

State officials also are now primarily responsible for determining the prevailing wage, although the Federal Department of Labor can reverse a State ruling. This formula is, in our opinion, a fraud. Here is one example of how it works. A meeting was held on August 12, 1954, in Phoenix. The growers met and agreed that the cotton-pickers' wage should be \$2.50 per hundred. In 1953 the beginning wage had been \$3. Because of buck passing between State and Federal agencies, this wage cut was accepted as the prevailing wage and given to Arizona domestic and Mexican contract nationals. These farmworkers in the lowest economic strata were given a wage cut which later affected the entire community. Such charitable agencies as the Salvation Army, local Catholic agencies, and others have been almost bankrupted by this wage lowering.

I am also a member of the Red Feather Board in Phoenix, Ariz.—on the executive board, a member of that, the Community Chest agency.

The Salvation Army came to us with a \$30,000 debt that had been spent feeding farm migratory workers and other transients in the State of Arizona. The Catholic social agencies were in the same problem. The Jewish social agency was in the same problem.

To me it was disastrous. The question came up on the Red Feather Board, "What shall we do? How do we supplement or get emergency relief for these people?"

In 1953, I might say we had emergency relief. We had a Republican governor. The situation became desperate. The State legislature has on its books a law which allows \$20,000 for emergency relief. Much more money than \$20,000 was spent to feed migrant workers,



because we had a bad rainstorm and we had that to take care of. It was a situation where we had soup lines—a very bad situation.

Our welfare agencies are overloaded. They want something done about it. They want this law changed to plug the loopholes, and to amend it so that it will work and do justice to the farmer and to the people who have to live under it.

There are those individuals who say that cotton pickers make high wages. In checking farms in Arizona in 1954, I found that in a season the worker averages—working every day—150 to 175 pounds per day. His average wage per week comes to \$22.50.

I cannot vouch for the exact completeness of these figures—I cannot guarantee that they are accurate or correct. You get them from the growers.

Let us look at the profit on Arizona cotton in 1950. Now, let us look at profit figures on Arizona cotton in 1950, it was \$82 per acre profit; in 1951, \$73 per acre profit; in 1952, \$110 per acre profit, and in 1953, \$119 per acre profit. The 1954 figures are not available but here is a current newspaper account concerning one Arizona grower which states:

We are growing cotton four bales per acre.

We had 20 percent less cotton machines used this year. You would ask why did we have 20 percent less cotton picking machines used? I will tell you.

Our indication was that human machines did the job more cheaply. The cotton wage was depressed. We found that instead of using the cotton machines, they used hand-picking labor.

We feel certainly that was one of the things that upset some of the economy. For instance that has happened in other countries. In France, it is cheaper to hire people as individuals than to put in machines. England went through that same problem in the coal mines. They never revamped the machinery.

I am here to tell you that when we cut costs of production and employ machines, that the wage rates ought to go up, but instead of that the wage rates have gone down in that one industry.

Mr. RHODES. Before you leave the matter of the unemployment, is it true that in this particular time of year there are usually a lot of migrant laborers in and around Phoenix, Ariz., people who have come out there for work?

As you say, and I know it to be true, we had a bad year for labor last year. There would be a lot of people who would be unemployed, whether the wage rate was \$2.50 a hundred for picking cotton, or \$3 a hundred. In other words, the wage rate was not responsible for the fact that there were people there who were unemployed. There were migrant workers. They could not find work.

Mr. DRAGON. Mr. Rhodes, may I say this, at the top of page 6, I point out that the average cotton picker picking cotton in a season probably picks 150 to 175 pounds per day. That is an overall average every day, and if he works 3 or 4 months, you will figure that his wage comes to \$10.50 a week over that length of time. We contend that that just buys groceries. And the minute it rains, or there is something that happens, where he cannot work, he cannot buy his groceries and he has to line up at the soup kitchen some place to get his food.

Mr. RHODES. I did a little quick arithmetic. At 150 pounds per day at the average, then he would make \$3.75 a day, and if he works 5 days—I think most of them work 6 days—he would get \$18.75 a week.

Mr. DRAGON. Your figures are correct.

Mr. GATHINGS. I believe you stated that the average is also about 175 pounds.

Mr. DRAGON. About 175, that is correct.

Mr. GATHINGS. That would be more.

Mr. DRAGON. Not when you spread it over an average for the season. His wage rate, if it goes as high as \$22 a week, it still does not do our economy any good. The purchasing power is strictly for food products and nothing else.

Mr. RHODES. Would you like to amend your statement then?

Mr. DRAGON. Yes, I would.

Mr. RHODES. Where you have \$10.50 it should be \$22.50?

Mr. DRAGON. Yes, I am very sorry that the mistake was made.

Waddell Ranch Co. has 700 acres of cotton which topped three bales an acre this season, Scott L. Libby, general manager, reported.

The 3-bale yield compares with a national average of 316 pounds or less than half a bale, per acre last year. It is more than a bale better than the State average of 912 pounds, or just under 2 bales, an acre forecast for this year \* \* \*.

Waddell Ranch Co. has 1,410 acres of short staple cotton. At least half of it will go over three bales. The ranch average will be about two and one-half.

It's certainly different from the old days when we used to struggle to make a bale to the acre in this country. It looks like even our long-staple cotton will pick a bale and a half, which is unusually high.

We had perfect weather, Libby continued. There wasn't too much rain in July and August. This is the longest staple year in the history of the valley. We had a perfect fall, too, with no killing frost. Our crops stayed green, and the bolls kept on making.

In the old days, we didn't have fertilizers, and we didn't believe in dusting. We didn't know what bugs were. And we have to thank the University of Arizona and the experiment stations for new seed varieties, too.

Arizona cotton growers say that it takes one bale per acre to break even. With new methods, new fertilizers, new cotton strains, many growers hit the jackpot with four bales per acre. Yet a higher profit yield has its reverse effect on the cottonpicker and farmworker. The higher the yield, it seems the less money he is able to make. This is due to the method—which I have just described—used to set wages.

Clearly, this one-sided determination of prevailing wages by the employers is a form of conspiracy that should not be tolerated.

We urge this committee to write into the law a clear provision requiring the Labor Department to consult with representatives of the workers, and not just the growers' organizations, before it accepts any figure handed them by the employers as the prevailing wage.

One of the problems of a grower who wants to employ domestic farmworkers is that of housing, and you probably have it in Arkansas, too.

To get reliable workers, a farmer must have decent housing to attract the proper kind of worker.

Mr. GATHINGS. When were you in Arkansas on our cotton farms?

Mr. DRAGON. I have never been in Arkansas. I am saying that it is possible that the same is true there.

Mr. GATHINGS. You are an expert on Arkansas?

Mr. DRAGON. I am not.

Mr. GATHINGS. You said something about Arkansas, is that not true?

Mr. DRAGON. I said it may be. I said it may be true in Arkansas.

The question of housing comes up. Congressmen come to Washington. They brought quick tax relief for industry, making dacron and nylon. Here is a farmer that wants to get decent help. He wants to get good sanitary quarters. He cannot get a quick tax writeoff. I think if a farmer builds a home for his year-around help, and if he has to pay \$5,000 for a house that the family wants, I think the United States Congressmen from the farm districts ought to do something about revising the tax laws, so that if a farmer does build housing for his year-around workers he will get a quick tax writeoff, just like industry does.

I have talked to various Farm Bureau people and growers and they say it will be wonderful. It will increase the property value, it will give them a chance to get better labor, better help. And if they get better help, my thinking is that maybe they will pay better wages.

Mr. GATHINGS. We need somebody in our houses down there first. Many have moved away. I do not know whether they have gone to Arizona, California, or where.

Mr. DRAGON. They probably did. Arizona recruits workers in Arkansas for cotton picking and for other work.

Mr. GATHINGS. A lot of folks like to see the country.

Mr. DRAGON. Then your growers go right back to the back door and say, "We do not have enough help."

They get Mexican nationals.

Mr. GATHINGS. Yes, we have them. We have to have them. That situation exists in many parts of the country.

Mr. DRAGON. Would it not help if we had a minimum wage on farmworkers? Of course, people like to travel, but I think on the basis of giving a fair share of purchasing power to a group of people that would help.

Mr. GATHINGS. Have you testified before the proper forum?

Mr. DRAGON. I have not.

Mr. GATHINGS. There is a bill pending in the Education and Labor Committee. While you are here, why not go over there and testify?

Mr. DRAGON. I would like to.

I believe that there is need for a law which will give the grower a quick tax writeoff if he builds homes for his full-time workers.

The present situation in regard to housing on the large farms is an insult to all American citizens. Before a grower can get foreign labor, an inspection must be made by the Department of Labor to see whether the housing that the foreign worker will live in will meet minimum standards.

The American citizen farm worker has no such inspection of his quarters. What is actually the case now in Arizona is that Mexican contract workers enjoy better accommodations than do our own citizens.

The much needed wetback roundup by the Immigration Service which took place last year was long desired by our organization. The roundup has helped the program of use of contract workers instead of wetbacks.

However, the Arizona Federal Court has had just as many wetbacks apprehended as before the roundup. This continued wetback



invasion can only be stopped by enactment of laws which would penalize the growers hiring them.

In 1954, Arizona used 15,000 nationals. Because wetbacks were rounded up in Yuma, that area used 4,000 more legal workers than previously. As of last week, however, 1,100 Mexican nationals were being used in Maricopa County by the Vegetable Growers Association.

This association refuses to employ the many thousands of Negro workers, who work in the cotton harvest and are available for vegetable work.

I am a member of the Urban League in Maricopa County. The chairman is a Republican, Dr. Salisbury. Mr. Thomas is an Urban League worker. We have tried to get the growers in that area to utilize 5,000 day workers, day hauled out of Phoenix to harvest the crop at the harvest time in the fall. At least one-half of those people are there now willing to go to work, but that segment of the vegetable industry refuses to employ Negroes.

They do it on the basis that they are not qualified, yet they go to Mexico and import the Mexican nationals who never have seen a head of lettuce and put them to work.

We have complained bitterly to the Department of Labor. Maybe they are going to change it. Maybe there will be a change in the situation. I do not know.

We resent that, that these people are denied employment in that category.

Mr. GATHINGS. I agree with you wholeheartedly. I wonder if Mr. Larin is here. Mr. Larin, I wonder if you know about that situation about which the witness has testified.

Mr. LARIN. I do not know of the number of unemployed he speaks of.

If that is the case, Mr. Chairman, we have not received a complaint from the Arizona State Agency.

Mr. RHODES. I have a telegram here from Mr. James Rork, director, Arizona State Employment Service, which bears on this problem.

Without objection, I would like to have it put in the record at this point, if that might be done.

Mr. HAGEN. What does it say?

Mr. RHODES. I will read it.

It is dated March 16, 1955, and addressed to Congressman John Rhodes, House of Representatives, Washington, D. C., and reads as follows:

Bill Larson, manager, Vegetable Growers Association, forwarded a request for information from you regarding any problem we may have encountered in placing Negro domestic workers in agriculture in Arizona.

Where jobs are available in the area we have placed all applying at the local office who were willing and qualified as well as those from all other racial extractions who are willing and qualified to perform the job in agriculture.

In some areas of the State at this time of the year due to the seasonal low in labor demand in agriculture some workers of all groups have not found it desirable to migrate to other areas of the State where jobs are available. However, they are offered these jobs and it is their own privilege to refuse because of personal reasons.

I have had no complaints from our offices regarding discrimination in agriculture against Negro workers. At times with all workers there is a lack of enough one-farm family-type housing which may not make it feasible for certain workers to accept some of the jobs available.

We are extremely careful to administer the foreign labor program to assure that no domestic qualified agriculture workers are denied an opportunity to work because of the presence of Mexican nationals.

JAMES A. RORK,

*Director, Arizona State Employment Service.*

MR. DRAGON. If you will read the telegram very carefully you will notice that the word there is "qualified" workers.

The question that I raise and keep raising is that they import 1,100 nationals in Maricopa County right today who never saw a head of lettuce. They are qualified. And our own people are not qualified?

So I say it is an evasion of Public Law 78. I think the chairman does not want that kind of evasion. I think it should be stopped by plugging up Public Law 78 in that issue.

MR. GATHINGS. I would like for Mr. Rork to be heard on that. He did use the word "qualified."

MR. DRAGON. He is not here.

MR. GATHINGS. If they are practicing discrimination against Americans whether white or colored, that is one thing. They should be given the same consideration as anybody else. Just because a man is colored is no reason that he should not work in the lettuce fields.

According to this telegram it brings out that there is no discrimination practiced against these people because they are colored.

MR. DRAGON. He also says that there is no unemployment. I have with me from Friday's paper of the Phoenix Gazette, a statement by Mr. Rork, which states: "State Jobless Reach 20,000."

I would like to have you read it. I will put it in the record, if you do not mind.

MR. GATHINGS. I would like to read it.

MR. DRAGON. And I want it inserted in the record.

MR. RHODES. I could not agree with you more when you say that there should not be discrimination. Certainly, I have never condoned it. If I believed there were discrimination because of any race of any applicant for a job I would be just as horrified as Mr. Dragon is.

I have a peculiar amount of confidence in the ability and integrity of Mr. Rork, however. I would like to ask Mr. Dragon on what grounds the Arizona State Employment Service is finding these Negro applicants not qualified for the job?

MR. DRAGON. They just do not want to use them. They will not employ them. They have said they will not employ them.

A committee of the Urban League, Mr. Congressman, that you can check these words through your own Republican health department director and other people there that they have refused to employ Negroes in vegetables. I do not know. It is one of those discriminatory tactics that we all abhor and should not be allowed to happen. If they have changed within the last 3 or 4 days, since I issued my statement, in the advanced copy here—if they have changed, well, it is a moral victory for all of us in Arizona, I might say.

MR. RHODES. They have never told you just wherein these people are not qualified for the jobs?

MR. DRAGON. No; they are not, not qualified, period. That is the answer.

MR. RHODES. How many Negroes did you say are jobless who would like to work in agriculture?

MR. DRAGON. At the present time, I would say that there is pretty close to 2,000. They day-hauled over 6,000 workers per day out of

Phoenix, Ariz., for the cotton harvest last September and October. The large share of those people have left the State, possibly, but there is still a nucleus of our own domestic workers who are there. They are not given the opportunity, Mr. Chairman, to harvest vegetables. And lettuce, especially.

Mr. RHODES. I would like to say that I am going to check into this personally and find out if the charges are justified. If they are, I will be certainly the first one to let this committee know.

Mr. GATHINGS. I am sure that you will. I do not know whether or not they have venereal disease or what it is—whether these people have to have a physical examination for those positions, I do not know, but whatever he means by “qualified” it ought to be in the record just what he had in mind.

Mr. DRAGON. I would like to see that spelled out, too, Mr. Chairman. I would be very happy to see it.

Mr. GATHINGS. We will insert that newspaper clipping in the record, without objection.

(The newspaper clipping is as follows:)

#### STATE JOBLESS REACH 20,000

Applications for work in the 16 offices of Arizona State Employment Service numbered 20,018 at the end of February.

Director James A. Rork said the figure is 4 percent above January's total, but down 9 percent from February 1954.

Rork said the increase in the number of applications on file in February over January has been an established pattern in Arizona. He said it reflects the seasonal expansion of the Arizona labor supply, resulting from influx of newcomers and from lessening of farm-labor needs.

The service was busy last month placing people in jobs of varying duration. The number of workers placed in commerce and industry in February, 3,932, was a 10-percent increase over January, it was reported.

A total of 57,998 agricultural placements were made, slightly less than January's 58,362 but well above the 37,578 made last February, said the employment service.

Mr. HAGEN. I would like to ask Mr. Larin a question at this point. You say you know nothing about this issue now. Apparently it was the subject of some attention down in Arizona with the Urban League intervening, and so forth. How can your department not know about this? Do you rely absolutely on the local agency that transmits complaints to you, or what?

Mr. LARIN. We have a regional office, also, at San Francisco. They visit the State.

Mr. HAGEN. Did your group ever communicate with the regional office inviting their attention to this?

Mr. DRAGON. Yes, sir.

Mr. HAGEN. What reply did you get?

Mr. DRAGON. We have talked about it. I am on the labor management committee of region 12. We have discussed in labor-management discussions. It is one issue that we have discussed and tried to convince the growers that they ought to use this surplus of labor that is there all of the time.

Mr. HAGEN. Do you not try to convince the Labor Department which is administering the program and presumably has the veto power?

Mr. DRAGON. We try to convince them, but we cannot enforce their regulations. They are understaffed and just cannot do it. We just



cannot tell the grower that he has to employ so-and-so. We would like to see him employed, but we cannot tell them that he has to employ him.

Mr. HAGEN. It is the department that certifies the need. If they determine at some level of bureaucracy, that there are 2,000 Negro workers available, they will not let them bring in 1,100 Mexican legals.

Mr. DRAGON. That is one of the loopholes in the law, where the certification need many times is a fraud. I think in this case that they just do not get the proper information from the field.

Mr. HAGEN. Where does the fault lie then?

Mr. DRAGON. The fault lies in the administration of the Department of Labor, I believe, and adequate enforcement of such situations.

Mr. HAGEN. You took this particular complaint up with the regional office?

Mr. DRAGON. Yes, sir.

Mr. HAGEN. And did you come away with an answer like this, "Well, we agree with the growers that these Negroes are not qualified"? What kind of answer did you get?

Mr. DRAGON. They are going to try to get them to use the Negroes.

Mr. Rork did say that.

Mr. HAGEN. They are going to get them to try. Did they say that they would not permit the Mexicans to come in?

Mr. DRAGON. They did not say that. I raised the question with Mr. Larson of the Vegetable Growers Association in a telephone conversation before I left.

Mr. HAGEN. We are not concerned with Mr. Larson.

Mr. DRAGON. He is pretty close to it. He works pretty close with the employment service there.

Mr. HAGEN. You seem to have presented at least a cause for investigation.

Mr. DRAGON. I would welcome a Labor Department team to come down there.

Mr. HAGEN. They certified 1,000 nationals in there when there were 2,000 Negroes in there.

Mr. DRAGON. I have made that complaint orally, but not in writing, to Mr. Rork before I left.

Mr. HAGEN. You should have it in writing, too, I believe, Mr. Dragon.

Mr. DRAGON. I probably should.

Mr. HAGEN. If it is not working properly there is no use to continue it. If they are not going to come in and ask for the appropriations that they need to enforce it, there is no use continuing it.

Mr. DRAGON. There is a need for the law, but there is a need for revision and some amendments, we believe. Mr. Siciliano has given them. We have some others that I wish to insert in the record.

Mr. HAGEN. You cannot make your complaints to a committee of Congress. You have to make them to the department concerned.

Mr. DRAGON. It gets kind of tiresome to keep making complaints and then you have whitewash teams come out and whitewash you.

I have a case where 26 domestic workers were evicted out of their homes to make room for Mexican nationals. The Department of Labor flew a team out there and investigated it.

We got the report back. It was all a mistake, they said, but within 6 months those domestic workers were moved out of those homes and Mexican nationals were in them.

It was useless to get an investigation in that case.

I might say I think there is better enforcement at the present time. There has been some attempt made to enforce the standards, but we still have a long way to go. I think there has been an attempt by Mr. Siciliano, to my personal knowledge, in Cochise County, that Mr. Rhodes knows about, where they were importing workers from El Paso and paying them \$2.50 when the wage all around was \$3. Mr. Siciliano did come out and correct that situation. So there has been a slight improvement in the law itself.

We have a long way to go, however.

Mr. HAGEN. In almost every instance you might have to take your complaints back to Washington because these local officials protect the local people.

Mr. DRAGON. That is right.

Mr. GATHINGS. I have followed this legislation closely since its inception. I believe I introduced one of the first bills to provide for the importation of Mexican workers when needed into this country for agricultural purposes.

Every year I have watched consistently and have sat in the hearings ever since World War II, and I have known or heard little criticism of the Department of Labor.

Mr. DRAGON. I am criticizing them.

Mr. GATHINGS. You are going to get some Mexicans in a particular area when you already have sufficient labor in the vicinity to do the work, you say.

Mr. DRAGON. That has happened. I might tell you that I was in Mexico City in 1952 and was an unofficial consultant in the drawing up of the Mexican Agreement. I was there consulting with the State Department officials. I also was in Miami Beach at the first initial meeting. I had a little to do with the framing of the Mexican Agreement as it is.

Mr. GATHINGS. I am proud to hear the gentleman say that he feels that there is a need for the law. Mr. Rhodes wants to ask some further questions.

Mr. RHODES. I want to ask more about this vegetable growers situation. What categories of vegetable work have the Negro workers that you mentioned applied for?

Mr. DRAGON. Any kind, just lettuce, cutting lettuce, trimming it in the field. That job was formerly done on a packing shed. Through technological improvement it has been taken from the shed and it is packed in the field in paper cartons. Then they are taken to the ice-plant and cooled and processed on to New York and Chicago.

Mr. RHODES. They have offered to do the stoop labor?

Mr. DRAGON. It is all stoop labor, that is right.

Mr. RHODES. You have ruled upon the admission of this, but I would like to read it into the record, because I think it is a particularly good article.

Mr. GATHINGS. It ought to be in there. Without objection, it shall be inserted.

Mr. RHODES. It touches on the subject that was covered concerning the unemployment in Arizona.

It reads:

State jobless reach 20,000.

Applications for work in the 16 offices of Arizona State Employment Service numbered 20,018 at the end of February.

Director James A. Rork set the figures 4 percent about January's total, but down 9 percent from February 1954.

Rork said the increase in the number of applications on file in February over January has been an established pattern in Arizona. He said it reflects the seasonal expansion of the Arizona labor supply, resulting from influx of newcomers and from lessening of farm labor needs.

The service was busy last month placing people in jobs of varying duration. The number of workers placed in commerce and industry in February, 3,932, was a 10-percent increase over January, it was reported.

A total of 57,998 agricultural placements were made, slightly less than January's 58,362, but well above the 37,578 made last February, said the employment service.

So accordingly, the year 1955, so far as agricultural labor is concerned, is much better.

Mr. DRAGON. It is much better. We have still an unemployed group of people there. We are using Mexican nationals. That is the question I raise.

We have an association of vegetable growers in Arizona. Its sole purpose and function is to employ and farm out Mexican nationals to farmers or growers. I think that is wrong, because that association perpetuates itself only on the basis that if it can get Mexican labor for the growers it will not participate or do anything about recruiting domestic workers. Yet that association is allowed to function by the Department of Labor. And the Department of Labor allows this association to come in and represent all of the growers only on Mexican nationals.

If the Mexican national program was dropped, and you could not get any Mexican nationals, Mr. Larson and his office staff would completely vanish. They would have no jobs.

So here you have an association which perpetuates itself simply by the use of Mexican nationals. I think it is wrong that this association should only deal in one group of people, that is, foreign labor. That is all it is set up for. I think it is wrong. I have tried to correct it. I have discussed it with the Department of Labor. I have told this gentleman that represents the head of this association, but he said that he is not equipped to do it and he will not do it anyhow.

I said, "All you are interested in is getting Mexican workers to the farmers." And that is the truth.

I want to make that observation. I hope it is not the case in Arkansas. I hope that if the association recruits Mexican nationals that they also recruit domestic workers. That is not true in Arizona.

Mr. HAGEN. I want to say that in California they have a similar—I assume it is—organization which is kind of a war baby. I mean it is a hangover from the shortage of labor during the war. But even before they started this national program, they maintained their continuity among other things for the purpose of setting the wage rate for, say, picking cotton.

The one in California is not solely concerned with this Mexican problem.

Mr. DRAGON. Your association is concerned with domestic recruiting, also.



Mr. HAGEN. So far as I know. I have met with them, even before this really became an issue. I met for other purposes.

I should like to ask a question, even at the risk of maybe getting into a ticklish subject. I do not know anything about lettuce growing. What is the typical size of operation in lettuce growing?

Mr. DRAGON. One hundred acres, 160 acres in lettuce alone. Sometimes it goes as high as 500 acres, 900 acres, one grower.

Mr. HAGEN. Any smaller than 100 acres?

Mr. DRAGON. Well, I judge that lately there has been, due to the vacuum cooling where they can pack it in the field. Anybody can get into the lettuce business now. Beforehand there was a monopoly, so to speak. You had to process the lettuce and you had to have a shed. Well, now anybody can grow lettuce. All he has to do is to get to the vacuum cooling plant and sell it, actually.

There have been a lot of more people getting into the business.

Mr. HAGEN. I was wondering what the gross would be for 100 acres on a lettuce farm.

Mr. DRAGON. I do not have those figures. I know that the costs have gone down tremendously in the production of lettuce.

Mr. GATHINGS. Mr. Anfuso wants to ask a question.

Mr. ANFUSO. I should like to inquire of someone who might be able to answer this. It may not be relevant to what you have been talking about.

Has there been any evidence of the smuggling of narcotics through these wetbacks?

Mr. GATHINGS. We are not dealing with wetbacks at all. We are dealing with legal labor to come into this country. The wetback menace is depreciating to a great degree. We have made real progress, particularly in the last few months.

Mr. ANFUSO. Reducing the number of wetbacks?

Mr. GATHINGS. That is right.

Mr. DRAGON. I think as to wetbacks in Arizona, and I say this to commend the association there, they have followed that and have lived up to the nonuse of wetbacks. However, every 2 weeks in the Federal court under Judge Ling it is a monotonous situation. You see young Mexican teen-agers come up there. It is 30 days, 6 months, 30 days, 30 days. Every 2 weeks you have a group of these people sentenced. From the human standpoint they are wrong in coming across the line and trying to get work. But the real wrong is that we are prosecuting the wrong people. We are giving 30 days to the wrong people. We ought to give it to the grower or to the restaurant owner or the hotel men who employs those wetbacks. To this day we have not done that.

One of our aims is to get the Department of Justice and Immigration to pass a law, not only to penalize the farmer, but the restaurant owner, the motel man, and all of these other groups that are using this type of labor.

These people come over. They know that they might get a job.

I think that is one of the weaknesses in our system.

Mr. GATHINGS. You might get a little overzealous, if you are operating a restaurant and several Mexicans came in there to eat. It would be very difficult to make the determination which was the wetback and which was a dryback.

Mr. DRAGON. I think that in most cases you can tell if you question them. You can look at their clothes and get a pretty good idea sometimes. They cannot speak a word of English. There is some indication that they may be wetbacks.

Mr. RHODES. I wonder if the witness also feels that the CIO could be prosecuted for letting these people become members of any of its member unions?

Mr. DRAGON. Mr. Chairman, we do not hire them. If we hired them that would be different. And your thinking might make some sense then, but we do not hire these people.

Mr. RHODES. I did not say that. I thought I asked if you thought so.

Mr. DRAGON. I do not think so.

Mr. HAGEN. I heard the complaint made by the grower people that the unions complain about the wetbacks when they are employed in a nonunion job, but when they get in the union they forget about them. Is that true?

Mr. DRAGON. I have no idea that that is a true statement. It could be possible. Maybe it is true, but I do not know.

Mr. HAGEN. Merely because a man got a union card should not relax your vigilance.

Mr. DRAGON. At least, if he has a union card he is getting a union wage. He is not under the threat of deportation. Sometimes if he can talk English, he can bluff his way in and get a job. There is no question asked. He is a cousin to Sanchez over here, and he comes from Texas. Many times that is what happens. You do not know; but the employer does not ask him. He should be the one to find out.

Mr. HAGEN. He may be keeping some American out of a job.

Mr. DRAGON. That is true. We are against it.

Mr. HAGEN. Equally attentive about getting rid of him as the man who works on the farm, we will say?

Mr. DRAGON. We are opposed to it. We should say and take a position. I think we have where we find them. We do not want to act as stool pigeons to any agency, because we do not hire them. If they are there—sometimes if they are good union men, I do not know—I have never had the opportunity—I do not know of anybody that has worked in a plant that has known of a fellow being a wetback and letting him stay.

Mr. HAGEN. I think that is the wrong attitude, because you are willing to investigate employment on the farm, but in an industrial employment you say that you do not want to be a stool pigeon. I think that is wrong.

Mr. DRAGON. I think that is basically our position.

Mr. RHODES. Take the Maritime Union, which is a CIO union, and which we all know operates on the hiring-hall basis. In situations such as that you actually do hire the people, because unless they come from a hiring hall they do not get a job.

Mr. DRAGON. I imagine they do question the man if he is a citizen of the United States. I am pretty sure they do that. I have no knowledge what they do or do not do.

It seems to me where you have that kind of a system that they possibly would fill out a questionnaire and know about the man's record.

Mr. RHODES. You mean at least they should.

Mr. DRAGON. Yes.

Mr. HAGEN. I think all unions should have a requirement that to be entitled to membership you should at least be legally in the United States, not necessarily a citizen, but legally here. That would solve that problem in many instances.

One other thing that I want to clarify at this particular moment, Mr. Chairman, that has been mentioned several times, that this is a question of farm income.

Farm income, we will say, in lettuce, has not necessarily gone down. I understand it bears no relation to the general level of farm prices or parity prices or anything else. The lettuce operator is liable to make a fortune in one year and lose his shirt in the next.

Mr. DRAGON. Every farmer is a gambler.

Mr. HAGEN. I have never heard anything to indicate the relative earnings of farmers in that category, that they have either gone up or down continuously. They have good years and they have bad years.

Mr. DRAGON. That is correct. They are in diversified farming now. If they lose on one crop, they usually make it up on melons or some other commodity.

Any farmer that puts his eggs all in one basket, I think, in my own mind, is a poor farmer.

Mr. HAGEN. It might be difficult to relate any decline in farm wages in that area of agricultural activity to a decline in wages, if there had been a decline in wages, because there is no showing that has been made that the level of farm income, say, in lettuce growing, has gone down. It might actually have gone up. I do not know. We know that the general level of agricultural prices has gone down, but we do not know as to the particular levels.

Mr. RHODES. Is it not also true that maybe we have a difference in thinking as to how farm wages should be arrived at? If the newspaper article here is correct, we have some 20,000 jobless in the State of Arizona. The Arizona Farm Advisory Board, which Mr. Dragon mentioned—

Mr. DRAGON. It has no labor representative on it.

Mr. RHODES. The Arizona Advisory Farm Labor Board has a meeting and apparently decided that according to the law of supply and demand they were going to be able to get plenty of labor at \$2.50 per 100 pounds in picking cotton.

Mr. Dragon's thinking, if I interpret it correctly, is that this should not have happened, because the income of the farmer has not gone down appreciably. Maybe we have a philosophical difference here. I do not know.

Mr. DRAGON. At the same time, when they cut the cottonpicker's wage to \$2.50, we also imported 15,000 Mexican nationals into the State. That certainly helped depress the wages. It did not bring them up. That is one of the basic issues about this program, Mr. Chairman.

We think in many cases that it is used as a fraud and a conspiracy to deprive our own domestic citizens of a decent standard of living. That is one of the basic points of our opposition to having this law indefinite. We think it ought to be amended from year to year, to take a look and see if it is not working out, to make some changes, so that we can correct some of these things that are wrong.



Mr. RHODES. You have a difference in time lag here. In other words, when the determination is made that a certain number of Mexican nationals might be necessary, we have no way at that time to know that we are going to have all of these people come into Arizona. They do not always come.

Is that not the situation that maybe the determination is made at a time when there is a labor shortage, and then you have more people come in than perhaps you thought were coming in? Obviously, you cannot send those people back over the border one day and bring them back the next.

Mr. DRAGON. It is just like the old saying in the Grapes of Wrath. You promote and you advertise. You set up a station at San Antonio, Tex. This is the Arizona 1954 Farm Labor Report. They set up 1 in New Mexico, and 1 in San Antonio, Tex. You make sure that you get an abundance of labor. When that happens you depress the wages, not only by getting too many people in the area, but then you also go out and get foreign labor to supplement the other recruitment that you have.

There again it is a sort of supply-and-demand situation. You get too big a supply of labor by the use of Mexican nationals, and you drive the wage down. That is one of the basic things that we object to.

Mr. RHODES. Who does the recruiting in Arkansas and these other States?

Mr. DRAGON. The farm-placement service of the State of Arizona. They set up an office.

Mr. RHODES. Then they are in the position on the one hand of recruiting farm labor in States in this Union, and on the other hand of bringing Mexican nationals in, to put them out of work, is that your position?

Mr. DRAGON. Or to depress the wage. On page 15 of the Arizona 1954 Farm Labor Report it says here that the joint efforts of our local offices working with the Arizona cottongrowers' recruiter in San Antonio, Tex., and the use of handbills, farm-labor bulletins, newspaper and radio publicity, and the use of voluntary representatives serves a useful purpose of obtaining employer needs for workers. It was not the employment service, I am sorry. It was the Cotton-growers Association's recruiter in this instance.

Mr. RHODES. They did it themselves?

Mr. DRAGON. They sent a recruiter down to San Antonio. They sent them into New Mexico, also.

Mr. RHODES. Would not that indicate to you that the Cottongrowers Association is interested in the employing of domestics, then?

Mr. DRAGON. But then the thing gets cockeyed again. You take people out of San Antonio and you take people out of New Mexico from those growers, and they have a shortage there, and that group down there gets Mexican nationals because the wage is too low there. That is why those workers come to Arizona. They want a higher wage. They come to Arizona.

The growers in San Antonio and New Mexico then apply for contract Mexican nationals. That is how it works.

Mr. RHODES. If we had a crystal ball, things would work a lot better at the time these people are contracted for, because sometimes you do not know how many domestics you are going to get; is that not true?

Mr. DRAGON. That is true. I think this is the solution to that. We have asked about it before.

I will be through in a minute, Mr. Chairman. You have been very patient with me. I appreciate it.

We would like to see the wage hearings in each area. I mentioned the fact that on August 12, this farm labor committee had a meeting in Arizona and they set the wage. There should be a bona fide labor meeting set up by the Department of Labor. All groups could come in and say their piece, and they could determine the prevailing wage that way.

We earnestly would like to see your committee sponsor that kind of an amendment to find the prevailing wage and go into each community, and not let one segment of a group set the wages as it is being done today.

Mr. RHODES. I welcome Mr. Dragon's appearance back here. Maybe the chairman and the members of the committee have realized that Mr. Dragon and I do not always agree on everything, but we do it in a friendly sort of disagreement, anyway. I am always glad to see him come back here, to appear before the committee.

Mr. GATHINGS. He has made a good witness, and he has brought us some facts. We appreciate so much your appearance here, Mr. Dragon. And without objection, the remainder of your statement will be incorporated in the record.

Mr. DRAGON. Thank you.

In the past year, the employment security and farm placement department in Arizona has expanded its recruitment of domestic citizens. A good job was done. Over 45,000 domestic workers were recruited for agricultural work. Very few wetbacks were used as the growers association has enforced its policy on its association members forbidding use of wets. This stand by the Arizona Growers Association is to be commended. It is lamentable that the associations in Texas and California, where most wetbacks are employed, have not shown a similar sense of public responsibility and respect for our laws.

In Arizona, the day-haul system was expanded this year, with 11 day-haul points now providing free transportation of urban workers to the field. Over 25,000 workers were recruited from other States. In terms of workdays, almost 600,000 man-days of work were furnished through the day-haul system. The peak was 6,600 workers per day hauled to employment. These figures show clearly that domestic labor is ready and willing to work in the fields.

This Arizona system should be extended to all farm sections where a city population is available for farmwork. This day-haul system is completely financed by the farmer. He supplied the transportation trucks to carry the workers to and from the fields.

An even greater number of city people would make themselves available if the wages paid were more in line with the total real wages paid to the Mexican contract worker. In comparison, the Mexican worker gets free transportation, free housing, free bedding, free life insurance, free hot water, and free firewood. These fringe benefits should be also made available to domestic workers or the equivalent of their cost should be added to the prevailing wage and offered to United States workers before the Labor Department certifies to the need for imported labor. We urge that this requirement be written into the law.

Anything less is patently unjust to American farm workers. The failure to grant these benefits to our own workers makes our own citizens look upon the farm placement program as unfair. Furthermore, depending on foreign contract labor to hold United States wages down is hardly in accord with American ideals of equality and democracy. Nor is the procedure a safe one, since the supply might be cut off. The practice as operated now clearly depresses wages and levels of living of our citizens, and lessens the willingness of our domestic workers to seek farm employment. On the other hand, we have the assurance of the Mexican trade unions that the Mexican workers do not want to be in the position of undercutting the wages of their United States brothers.

In addition to these general comments, I have prepared suggestions for changes in specific sections of Public Law 78. Since I am not a lawyer, these suggestions are intended to explain our objectives, and do not pretend to be legal drafting.

Section 501, paragraph 6: The guaranty should be broadened to cover all safeguards for workers embodied in international agreements and all terms of work contracts governed by such agreements.

Section 502, paragraph 2: Persons using foreign workers should be required to meet additional expenses including personnel assigned exclusively in the field as investigators.

Section 503, clause 1: After the word "qualified" strike the words "are not" and insert "will not be."

Section 503, clause 3, should read as follows:

reasonable efforts have been made to attract domestic workers for such employment at wages, standard hours of work, and general conditions comparable to those offered to foreign workers.

Section 504, in the final clause beginning "*Provided*," the privilege of utilizing Mexican contract workers should be denied also to any employer who (1) refuses, neglects, or otherwise fails to clear with the Secretary of Labor any such worker for return to Mexico within 5 days after date of termination of the worker's contract; (2) refuses, neglects, declines or otherwise fails to give preference in employment to domestic at no less favorable general conditions than those offered to foreign workers who are either referred to him or who themselves seek employment at any of any employer's agricultural operations; (3) refuses, neglects, declines, or otherwise fails to pay the foreign worker currently the prevailing wage rates as shall be determined by the Secretary of Labor to be most commonly paid to domestic workers for similar work at the time work is performed, and in manner paid within the area of employment or at the rates specified in the work contract whichever is higher; (4) refuses, neglects, or declines or otherwise fails to pay currently to foreign workers the same wage rate paid to domestic workers for similar work being performed on any of the employer's agricultural operations, provided such wage rate paid the domestic is not lower than that specified in the contract.

After section 506, a new paragraph should be added as follows:

(1) For the purposes of this title, the Secretary of Labor is authorized and required (a) to make the determination of a prevailing wage rate and periodically furnish the appropriate employers, Mexican consuls, farm publications, news agencies, and employment offices information with respect to the prevailing wage rate in their respective area; (b) through field representatives and special printed bulletins delivered by such representatives to fully informed



foreign workers with respect to prevailing wage rates in their respective area of employment; (c) to exercise strict vigilance to insure that the prevailing wage rate is paid currently to the Mexican worker and that in no case is the wage rate lower than that paid to domestic workers similarly employed.

Section 507: Item No. 2 should be changed. As it now stands the emphasis is placed on an association or other groups of employers. An individual farmer reading the law might easily be led to believe that as an individual he is not eligible to obtain foreign workers regardless of how badly he may need them. Therefore, many farmers are under the impression that in order to obtain foreign workers they must join some association and this has given rise to a number of associations being organized for the sole purpose of bringing in foreign workers from Mexico by enterprising individuals who have no interest in farming, and who, in order to justify their existence, in many cases aggravate problems between workers and employers and exert a pressure upon agencies of the Government out of proportion to their positions in the community. Many of the pressure actions they take are never known to more than a few members of such an association. A new amendment is in order which will have the effect of helping farmers who may really need foreign workers, but do not have any association, to obtain workers. The farmer may obtain a limited number as long as the Secretary of Labor is satisfied that such a need exists and assures the required certification. It is the farmer's right to obtain foreign workers without paying tribute to an association.

This amendment will in no way hamper the individual farmer or make it more costly for him to obtain foreign workers. It will somewhat increase the work of State agencies who process the request for foreign workers, but the benefits to be derived are as follows:

1. The State agency will make a greater effort to send an employer some domestics.
2. The State agency will have better information as to what such individual farmers are offering to domestic workers because it is for domestic workers that he must place the work order.
3. The foreign workers will be certified to him only when the State agency reaches the point where it knows rather definitely it will not be able to supply such labor.
4. Farmers will not try to overload with foreign labor.

A further amendment to section 507: An association or group of individual farmers should be required to have individual liability to assure performance of obligations. The Secretary of Labor should require from each an agreement bond to indemnify the United States against loss by reason of its guaranty of such employer's contract.

To make clearer what we have in mind, we suggest the following wording for paragraph 2 of section 507:

(2) The term "employer" shall mean (a) a person or firm operating agricultural property in which such employer owns not less than one-half of the commodity with respect to which services of foreign workers are to be utilized in whatever numbers the Secretary of Labor may certify; (b) an association comprised exclusively of persons, partnerships, or firms engaged in agricultural operations, in which no one member requires more than 50 foreign workers during a crop season, and in which each of the members owns not less than one-half of the commodity with respect to which services of foreign workers are to be utilized; (c) where the grower has extensive farming operations within 2 or 3 counties, foreign workers under his contract should not be moved from one

county to another without specific approval of the certifying farm labor office; but only if those of its members for whom workers are being obtained are bound in the event of its default, to carry out the obligations undertaken by it pursuant to section 502.

In addition to this testimony, I should like to have incorporated in the record the attached "Recommendations of Labor Advisory Committee on Farm Labor, January 28, 1955." These recommendations were unanimously adopted by representatives of the CIO and AFL appointed by the Secretary of Labor to advise the Farm Placement Service. The committee's recommendations should be given consideration by your committee.

(The release of the United States Department of Labor, dated February 12, 1955, the recommendations of the Labor Advisory Committee dated January 28, 1955, the list showing the members attending, contained in pages 1 and 2, the recommendations on farm labor program adopted by Federal Advisory Council, dated November 17, 1954, the minority report on farm labor, dated November 17, 1954, and the migrant farm-labor resolution adopted by the CIO constitutional convention, December 1954, are as follows:)

RECOMMENDATIONS OF THE LABOR ADVISORY COMMITTEE ON FARM LABOR, PRESENTED TO THE UNITED STATES DEPARTMENT OF LABOR, JANUARY 28, 1955

(The labor advisory committee is composed of 9 members each from the AFL and the CIO. A summary release on the committee's recommendations was made by the Department of Labor on February 12, 1955. Permission has now been obtained to release the entire document.)

The labor advisory committee on farm labor, after reviewing recent developments at a 2-day meeting, expresses again its grave concern over the inadequacies of the present Federal program and seriously harmful aspects of the importation of contract nationals from Mexico and the British West Indies.

We have again made specific recommendations and suggestions both on administration under present laws and on essential changes in Federal legislation.

This Congress will be considering extension of Public Law 78 under which over 300,000 contract workers from Mexico were brought in to work on farms in 1954. We oppose extension of the law unless substantial amendments are enacted. Among the changes we have recommended is that growers and other agricultural employers not be permitted to utilize Mexican contract workers unless they have first offered United States workers as favorable conditions of employment as are now accorded to Mexican nationals. These include the following: A written contract; transportation; housing; subsistence; guarantees of employment; the right to elect his own representative for the purpose of maintaining the work contract; health and accident insurance; and other fringe benefits, plus a wage based on rates other than those offered by employer groups.

The provisions of the law in regard to bringing in Mexican workers need other drastic changes, including thorough-going revision of the procedures for determining need for foreign workers and their wages. The present program of setting what are alleged to be prevailing wage rates is completely unrealistic in many situations and does not offer proper protection either to the United States workers or to our Mexican neighbors. We recommend evaluation of the possibilities of a minimum wage as a solution. We again recommend an amendment making it mandatory for the Secretary of Labor to conduct public hearings in each major crop area or region to determine need for importation and the wages to be paid to foreign workers.

The labor advisory committee on farm labor has declared its agreement with the recommendations in regard to the foreign and domestic labor programs which were adopted in November by the Federal Advisory Council on Employment Security. We especially approve the recommendations of the Federal Advisory Council that the Secretary in making wage determinations shall take into consideration rates paid in an area or region for work of comparable skill.

Improved procedures and legislative changes are also required in regard to the importation of British West Indian workers for farm labor. We seriously doubt that any importation of British West Indians is required at this time. Cer-



tainly, if they are to come here, they should have the protection of contracts approved by their government and our own.

We call upon the Secretary of Labor to use his authority and influence to see that the importation of the British West Indians is brought to an end immediately.

As long as United States agricultural workers are excluded from the protection of virtually all types of labor and social legislation, including protection of the right to organize and bargain collectively with their employers over wages and working conditions, low incomes among farm workers will continue, it will be difficult to supply farm labor at the time and place where needed, and many makeshift arrangements will be adopted by the agencies of the Government charged with recruitment and placement of farmworkers.

The labor advisory committee on farm labor views the development of the migrant-labor placement program now being carried on in the Atlantic coast States as a step in the right direction. However, we are concerned with the dependence placed by the employment service on the crew leaders for recruitment of the individual worker.

We are also concerned because Puerto Ricans coming to the mainland without the protection of contracts for employment are likely to be made victims of exploitation by employers, labor contractors, and others because of their lack of knowledge of conditions prevailing in agriculture and their inability to speak English.

In addition to such programs, we favor enactment of legislation to penalize employers who knowingly hire illegal aliens. We likewise favor legislation to confiscate vehicles used in the transportation of illegal entrants.

#### MEMBERS ATTENDING

##### Public representatives:

- Fedele F. Fauri, dean of the School of Social Work, University of Michigan, Ann Arbor, Mich., chairman
- Max F. Baer, national director, B'nai B'rith Vocational Service Bureau, Washington, D. C.
- Clarence W. Bird, director, National Economic Commission, the American Legion, Washington, D. C.
- Frank J. Collopy, attorney-at-law, Columbus, Ohio.
- Fred C. Croxton, industrial relations consultant, Washington, D. C.
- Lester B. Granger, executive director, National Urban League, New York, N. Y.
- William Haber, professor of economics, University of Michigan, Ann Arbor, Mich.
- Fred K. Hoehler, consultant, New World Foundation, Chicago, Ill.
- Clarence A. Kulp, chairman, Department of Insurance, University of Pennsylvania, Philadelphia, Pa.
- Millard W. Rice, Disabled American Veterans Service Foundation, Washington, D. C.
- David F. Schlothauer, executive director, American Veterans of World War II and Korea, Washington, D. C.
- Howard E. Thomas, professor of rural sociology, College of Agriculture, Cornell University, Ithaca, N. Y.
- Dale Yoder, professor of labor and industrial relations, University of Minnesota, Minneapolis, Minn.

##### Employer representatives:

- Raphael M. Dorman, manager, Division of Industrial Relations, Bechtel Corp., San Francisco, Calif.
- Joseph A. Dunn, Capitol Contracting Co. and Pilgrim Broadcasting Co., Boston, Mass.
- John A. Hall, farmer, Lockport, N. Y.
- John Post, manager, Industrial Relations Department, Continental Oil Co., Houston, Tex.
- Mrs. Bobbie Devine (alternate for E. D. Starkweather, director, Industrial Relations, North American Aviation, Inc., Los Angeles, Calif.)
- John Zuckerman, farmer, Stockton, Calif.
- Harry G. Waltner, Jr., assistant manager, Insurance and Social Security Department, Standard Oil Company of New Jersey, New York, N. Y.



## Employee representatives:

Harry Boyer, president, Pennsylvania Congress of Industrial Organizations Council, Harrisburg, Pa.

James Brownlow, president, Metal Trades Department, American Federation of Labor, Washington, D. C.

William T. Butler, secretary-treasurer, Colorado Industrial Union Council, Denver, Colo.

Nelson Cruikshank, director, Social Insurance Activities, American Federation of Labor, Washington, D. C.

Mrs. Katherine P. Ellickson, secretary, social security committee, Congress of Industrial Organizations, Washington, D. C.

Fred K. Hoehler, Jr. (alternate for C. J. Haggerty, secretary-treasurer, California State Federation of Labor, San Francisco, Calif.)

Harry Kranz, legislative director, New Jersey State CIO Council, Newark, N. J.

Leonard Lesser, legal consultant, social security department, United Auto Workers, Congress of Industrial Organization, Washington, D. C.

Joseph M. Rourke, secretary-treasurer, Connecticut State Federation of Labor, Bridgeport, Conn.

E. M. Weston, president, Washington State Federation of Labor, Seattle, Wash.

NOVEMBER 17, 1954.

# RECOMMENDATIONS ON FARM LABOR PROGRAM ADOPTED BY FEDERAL ADVISORY COUNCIL

## A. Domestic farm labor program

With a view to maximizing the utilization of domestic agricultural labor and improving the domestic farm-labor program, the following recommendations are made:

1. In order to assure proper leadership in the field of agricultural manpower, and in order to provide the assistance required by State employment security agencies in meeting the many problems that are present in the field of agricultural manpower, it is necessary to conduct studies and analyses of the social and economic factors that arise in a farm-labor market where production is of necessity increasing, and where the farm-labor supply continues to diminish.

In view of the underemployment of farmworkers in many areas and the increasing demands of farmers for regular and seasonal workers on other areas, it is evident that the problem is one that involves more than the mere recruitment of workers in the potential supply areas. Much more data needs to be obtained relative to the availability of workers, the conditions under which they will move, and other factors which tend to limit their availability for employment in areas where there is a need for their services.

It is accordingly recommended that the Department carry out the studies outlined above and the Congress appropriate the necessary funds so as to bring about improvements indicated by the study and to demonstrate the means of carrying out such suggestions.

2. As a Federal agency working in the field of recruitment and placement, it is recommended that the Farm Placement Service develop and improve means of communicating to other appropriate Federal, State, and local agencies social problems growing directly out of planned migration of seasonal workers; these problems relate, for example, to interracial, and intergroup relationships, welfare, health, education, law enforcement, and unemployment.

That the Farm Placement Service be provided such personnel and finances as are necessary to make the necessary studies and evaluations, and to bring problems and violations of State or Federal laws to the attention of and stimulate action by the appropriate agencies in the field.

3. In order to improve the working conditions of domestic migrant labor, it is recommended that the States be encouraged to:

(a) establish overnight rest camps at which employment service representatives would give information concerning employment opportunities;

(b) where States do not have housing and sanitation codes, to establish them;

(c) to establish safety regulations concerning transportation of migrants.

4. In order to maximize the utilization of domestic labor, it is recommended that educational programs be developed:

(a) to inform communities and employers of the values and stability which accrue from the employment of domestic workers and to encourage the de-

velopment of employment conditions which will make farmwork more attractive to American citizens;

(b) to inform communities, employers, workers, and public and private agencies of the nature and availability of the farm placement program.

5. It is recommended that State employment security administrators be urged to take a more aggressive attitude toward broadening the scope of and taking action on farm placement programs, and revitalize public information programs in order to get better use of the farm placement service available.

#### *B. Mexican farm labor program*

With respect to the importation of Mexican agricultural labor, it is recommended that:

1. Public Law 78 be extended for 2 years, with the understanding that the Council will review the operation before the expiration of that period and base its review on intensive study and contact by the Bureau with farm labor co-ops, farm organizations, labor unions, and appropriate civic groups;

2. Public Law 78 be amended by the inclusion of a statement of intent, as follows (amendment in italics):

"Sec. 501. For the purpose of assisting in such production of agricultural commodities and products as the Secretary of Agriculture deems necessary by supplying agricultural workers from the Republic of Mexico (pursuant to arrangements between the United States and the Republic of Mexico or after every practicable effort has been made by the United States to negotiate and reach agreement on such arrangements), *when domestic labor is not available at wage rates not less than those prevailing for work at comparable skills in the area in sufficient numbers within a labor market area as determined by the Secretary of Labor*, the Secretary is authorized as an emergency measure to apply during such shortage of domestic workers—"

3. Provision is made for adequate personnel to properly administer the intent and purpose of Public Law 78;

4. That the Immigration and Naturalization Service be encouraged and supported to rigidly enforce the immigration laws and to take necessary steps to stop infiltration of wetbacks.

5. That Public Law 78 be amended by providing penalties for persons employing illegal entrants.

6. That the wording added to recommendation B (2) be reflected in section 503, as follows (amendment in italics):

"Sec. 503. No workers recruited under this title shall be available for employment in any area unless the Secretary of Labor has determined and certified that (1) sufficient domestic workers who are able, willing and qualified are not available *at wage rates not less than those prevailing for work at comparable skills in the area* at the time and place needed to perform the work for which such workers are to be employed, (2) the employment of such workers will not adversely affect the wages and working conditions of domestic agricultural workers similarly employed, and (3) reasonable efforts have been made to attract domestic workers for such employment at wages and standard hours of work comparable to those offered to foreign workers."

7. That it be recommended to the Department of Labor that the policy of the Department should be not to bring in Mexican contract workers for the agricultural processing operations, as follows: Cotton ginning; compressing and storing; crushing of oil seeds; and the packing, canning, freezing, drying, or other processing of perishable or seasonable agricultural products.

#### MINORITY REPORT ON FARM LABOR

The following members of the Federal Advisory Council, while they are in accord with the other recommendations adopted by the Council in the majority report on farm labor, are in disagreement with the recommendation that Public Law 78 be extended for only 2 years after its expiration on December 31, 1955. Instead, we recommend that the law be extended without a termination date, as was unanimously recommended by the Farm Placement Committee, in the following language:

"Public Law 78 be extended without a termination date, with the understanding that the Council will review the operation every 2 years or such other times as the Council deems it necessary, and will base its review on intensive study and contact by the Bureau with farm labor co-ops, farm organizations, labor unions, and appropriate civic groups."



We believe that it is important that there be no expiration date because each time the law must be extended it disrupts the operation of the program. The last time the law expired in 1953, the Bureau was only given appropriations until the expiration date, plus sufficient funds to liquidate the program. This necessitated a layoff of personnel until new appropriations could be secured after the law was extended. At the present time, the Department is only able to request administrative funds for operation of Public Law 78 for the first 6 months of the fiscal year ending June 30, 1956, plus liquidation costs. If Public Law 78 is extended by the Congress in the next session, such action might take place too late to secure a supplemental appropriation before December 31, 1955. If there is no termination date on the act, these situations will not arise. Furthermore, there are sufficient safeguards now in the law to assure that the law will only operate so long as Mexican labor is necessary to meet the needs of agriculture.

(Signed) JOHN ZUCKERMAN.  
H. G. WALTNER, JR.  
JOSEPH A. DUNN.  
JOHN POST.

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MIGRANT FARM LABOR RESOLUTION ADOPTED BY THE 16TH CIO CONSTITUTIONAL CONVENTION, DECEMBER 1954

The "forgotten people" of the United States for many years have been the families of migrant laborers who harvest our crops. The plenty with which America's millions of bountiful tables have long been blessed is being produced at a frightful and dangerous price in human suffering, broken homes and bodies, and illiteracy and disease. Millions of men and women—and children—to whom all of us are indebted for the food we eat, are being denied a place at the tables of abundance which their back-breaking labor has stocked so well.

Since the end of World War II, the problem has been made worse by the growing flood of illegal Mexican wetbacks. Driven by need, lured by false propaganda, they swarm across our southern border to accept work in this country at wages and conditions far below the minimum standards tolerated by United States workers. Bad as conditions have been for United States migrant farmworkers, those of the wetbacks are worse.

United States farmworkers have found themselves steadily replaced by Mexicans in those areas where cheaper wetback labor is abundant. In turn their enforced unemployment has been used by employers to lower the standards of employment for other United States farmworkers in jobs where they are still employed.

Under the Eisenhower administration new policies were put into effect with no understanding of the problem in its human ramifications and with a big stick, go-it-alone attitude in international affairs. The resulting damage to the prestige of the United States, not only in Mexico but throughout Latin America, has been severe.

The crisis came to a head early in 1954 when the agreement on Mexican contract labor previously concluded between the United States and Mexican Governments expired and a new accord had not been reached. The Eisenhower administration opened border recruitment stations on the day the treaty expired. The CIO promptly took the lead in protesting this action, and it was later ruled illegal by the Comptroller General. When the unilateral recruitment was brought to a halt by the Comptroller General's ruling, the administration, instead of at once sitting down with Mexico again to work out a bilateral agreement, attempted to rush through Congress, without hearings, a bill to make the go-it-alone program legal.

The CIO succeeded in delaying this attempt by obtaining hearings at which spokesmen for CIO and other United States labor and consumer organizations presented a detailed case against the unilateral recruitment program.

Even though the Mexican Government made some important concessions which resulted in a bilateral agreement, the President insisted upon signing the go-it-alone bill into law. Under such circumstances, the law can be regarded only as a clear threat to Mexico that, unless it accedes to United States demands in the future, it will again be faced with unilateral action on the part of our Government: Now, therefore, be it



*Resolved*, That this convention heartily commends and endorses the efforts made by the CIO to deal with this farm-labor problem during the past year and directs that such efforts be continued and extended. We recommend that our affiliates and the CIO cooperate with liberal and church groups through the National Council on Agricultural Life and Labor and that they give it financial support.

We favor laws designed to meet the special needs of migratory farm laborers, such as those that would regulate labor contractors, provide better housing, and assure education opportunities to migrant children.

We believe that farm laborers, whether our own citizens or from friendly neighboring countries, are equally entitled to decent working and living conditions. The major emphasis in farm placement programs should be given to United States workers, including those from Puerto Rico, in preference to bringing in supplementary workers from other countries. Contract workers from other countries, such as the British West Indies, should be brought in only under formal agreement and contract.

We thank the free-labor movement of Mexico, and particularly the CTM, for its close cooperation. We pledge CIO's full support and cooperation in the effort of Mexican labor unions to alleviate the plight of Mexican migrants.

We call upon Congress and the Eisenhower administration to take all the steps needed to insure the complete elimination of wetback labor in the United States. This includes help in a program designed to develop and diversify Mexican agriculture.

We reiterate our demand that labor be granted a stronger voice in the negotiation and execution of policies concerning the use of migrant labor in the United States, as well as consultative status with the official bodies dealing with Mexican migrant labor.

We renew our request for legislation making it a felony to hire, transport, or otherwise exploit illegal wetback labor and express our strong objection to the new legislation which permits unilateral determination of basic working conditions for legal Mexican migrants. We demand that legal foreign contract labor be guaranteed full rights and social benefits equal to those enjoyed by United States labor, protection against any kind of discrimination, and the exercise of their right to union affiliation and representation.

We call attention to the fact that United States farmworkers are barred from virtually all labor and social legislation, including the Wage-Hour Act and the right to organize and bargain collectively.

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[Press release by the Department of Labor, February 12, 1955]

#### FEDERAL ADVISORY COUNCIL RESOLUTIONS ANNOUNCED

Resolutions and reports adopted by the Federal Advisory Council on Employment Security at meetings held in November and December were made public today by the United States Department of Labor.

The recommendations deal with policy matters relating to the administration and improvement of the Nation's employment service and unemployment insurance programs. The Council's recommendations were submitted to the Secretary of Labor for his consideration following meetings held on November 16 and 17 and on December 13 and 14.

The Labor Department said the Council acts in an advisory capacity to the Secretary of Labor and the Director of the Bureau of Employment Security on employment security matters. The Council consists of 35 members.

The Council recommendations are being forwarded by the Labor Department's Bureau of Employment Security to the State employment security agencies. The Bureau is the Federal partner in the Federal-State system of employment security agencies which administer the State unemployment insurance laws and State employment service programs.

**Mr. GATHINGS.** The next witness is Mr. A. T. Stevens, vice president of the United Packinghouse Workers of America, CIO, who will be accompanied by Mrs. Rosalie Widman.

**STATEMENT OF A. T. STEVENS, VICE PRESIDENT, UNITED PACKING-  
HOUSE WORKERS OF AMERICA, CIO, ACCOMPANIED BY MRS.  
ROSALIE WIDMAN, FIELD REPRESENTATIVE**

Mr. STEVENS. Mr. Chairman and members of the committee: We have local unions and represent workers in the food industry, generally; also including the lettuce and field workers in the State of California and Arizona.

Mr. GATHINGS. Would you like to have this statement incorporated in full, and then speak?

Mr. STEVENS. I would. I believe every committee member was mailed a copy of the statement. It is entitled "The Mexican Contract National Program—A Report on a Major Scandal." I would like to have that incorporated in the record, and to make a few brief remarks on it.

Mr. GATHINGS. That will be done, without objection.  
(The statement is as follows:)

**THE MEXICAN CONTRACT NATIONAL PROGRAM—A REPORT ON A MAJOR SCANDAL**

This memorandum is intended to summarize some facts which indicate that a scandalous fraud of major proportions is being perpetrated upon the people of this country in connection with the importation of Mexican nationals to perform agricultural labor in this country under what is usually referred to as the Mexican contract national program.

**BACKGROUND OF THE PROGRAM**

This program is based on a law which as last enacted carries the designation Public Law 78. The theory of that law is that there is in certain areas of this country at certain times of the year a shortage of agricultural labor. The law proposes to remedy that condition by allowing a special treaty between this country and Mexico to set forth arrangements by which Mexican workers may enter this country temporarily to work in agricultural jobs in areas of shortage. Such a treaty has been signed. Theoretically under its terms, agricultural employers may now make known to the United States Government their need for the imported labor; the United States Government, if it agrees that appropriate need exists, then arranges for the admission for a specified number of months of the required number of Mexicans. The prospective United States employer must provide transportation from the border reception center to the place of work, must pay at least the prevailing rate of pay in his area and must meet certain minimum standards as to housing, insurance, transportation to and from the fields, hours of work made available, etc. These guaranties are embodied in addition, in an individual contract between the employer and the imported worker. The latter is further bound to work for the requisite period for the employer on penalty of deportation to his native Mexico if he should leave for other employment.

The dangers inherent in such an arrangement are obvious. It amounts in effect to an indentured servant system by which the Government supplies to an employer a guaranteed labor pool at fixed rates and conditions. These dangers were assumed to be avoided, or at least minimized by a provision of the statute prohibiting the use of imported labor where local labor is available and by the minimum protection theoretically given the imported worker under the law and the contract.

In actual practice, however, the program has become a flagrant device for depriving United States farm and shed workers of jobs in favor of lower paid imported workers, and for depressing the wages and living conditions of both the United States workers who are employed and the imported workers. Carelessness and disorganization—or worse—in the governmental administration coupled with flagrant manipulation of the machinery by the employers, has reduced the protective devices to a sham which scarcely succeeds in concealing the fact that the program has in fact become one for the herding of cheap labor in certain areas of the country.



## THE INVESTIGATIONS MADE BY THE UNITED PACKINGHOUSE WORKERS OF AMERICA

The United Packinghouse Workers of America, CIO, has recently been engaged in investigation of the Mexican contract national program in various portions of the State of California with special attention to the central coast and surrounding areas of the State. In this investigation, examination has been made of the operations of the Farm Placement Service of the State Department of Employment, which serves as the major governmental aim for determining the extent of potential need for imported labor, the duration of the need, the prevailing wage, etc. Visits have been made to the fields in which Mexican contract nationals are employed, to labor camps at which they are quartered. Government officials, employers, Mexican contract nationals and local employees, have been questioned. In some instances, motion pictures have been taken. Records have been compiled indicating names, dates and places with respect to incidents described in this report.

This has not been an investigation of the scope and depth that could be reached by a governmental inquiry. But the facts revealed, even as far as they go, are shocking. They indicated without question that: (1) The Federal Department of Labor, the California Department of Employment and an appropriate congressional committee would be failing in their respective duties if they failed to probe deeply and promptly into the startling conditions revealed; (2) the provisions of Public Law 78 should receive a careful and extensive revision to eliminate the many abuses now prevalent; and (3) the administrative apparatus and procedures under which the Mexican national program has been carried out need a thoroughgoing shakeup and revision. More specific proposals on all these subjects will be made at a later point in this report.

We turn now to a brief delineation of the facts revealed. This does not pretend to be a detailed statement of the evidence. The evidence, the dates, the names, the places, the pictures are all available in the files of the union's attorneys and will be made available to any interested authority whenever requested for the purpose of seeking remedial action.

## THE EXTENT OF THE IMPORTATION OF MEXICAN LABOR UNDER THE PROGRAM

The scope of the problem is indicated by the fact that a total of 86,652 contract farm workers were imported from Mexico through the El Centro, Calif. reception center during 1954. It is estimated by United States Employment Service and California Employment Department spokesmen that between 90,000 and 100,000 Mexican contract farm workers will be processed for California employers during 1955. These figures should be considered in the light of the further estimate that the domestic force of agriculture workers in the State, both migrant and stable, probably does not exceed 300,000.

## HOW IS THE NEED FOR THIS IMPORTATION OF MEXICAN LABOR DETERMINED?

Is there a need for this huge army of additional workers? The union does not pretend at this moment to be in a position to answer that question. But its investigations do suggest that the procedures followed by the governmental agencies which are supposed to be responsible for determining the answer—and which have made the certification of need which has led to the importation of this tremendous pool of workers—are such that those agencies cannot and should not in good faith claim they know the answer. On the contrary, those procedures are such as to give the employers a free hand to use the Government's powers and machinery to bring in any number of workers that the employers choose to suggest.

The union examined the situation in some detail in at least one locality. In the area in and around Salinas in Monterey County, the lettuce capital of the Nation, one association of employers had 3,500 Mexican contract nationals working in 1952, 4,300 in 1953, and 4,900 in 1954. The figures for another association in the same area are 1,000 in 1952, 1,525 in 1953, and 1,820 in 1954.

How was the need for this constantly rising body of imported workers determined? The prospective employer (in this instance no individual grower or shipper, but an association purportedly made up of a large number of growers or shippers in the area) files with the State Department of Employment a form captioned "Notice of Need for Mexican Nationals" (Form No. DE-2894). This form supposedly states the employer's prediction of his prospective labor needs for a future 6-month period.



In order to make sure that such requests are always on file in advance and that there is a constant flow of the needed labor, the practice has been to file these forms every 3 months, and since each report covers a 6-month prediction, the reports, of course, overlap each other as to period covered.

When such a report is received, the procedure theoretically calls for a double-check on the employer's estimate: a county advisory committee on farm placement supposedly considers the situation to indicate its approval of the request. In Monterey County, there is no functioning county advisory committee. Something called Monterey County Agricultural Committee was established on August 20, 1947, by the Monterey County Board of Supervisors, to deal with general agricultural and farm labor matters, as an aftermath of the wartime committee which had previously existed to promote maximum production in the war effort. The 1947 committee has never been reappointed, never filed a single report since its creation, and has not met for at least 3 years. Nevertheless, over a number of years, the periodic requests of the association stating the employers' need for Mexican labor has been duly certified as approved by the chairman of the so-called County Agricultural Committee, the person signing in that capacity being himself one of the principal grower-shippers in the area, often an officer of the same association to whose request he was thus giving objective quasi-governmental approval.

Theoretically, the procedure further requires the certification of the representatives of the State Department of Employment that the anticipated need is accurately stated. For this purpose there is a recruitment effort made among the local labor sources by various techniques, sound truck, radio, posters, etc. The variations in the vigor and good faith of such efforts as between different offices of the agency, are, of course, difficult to weigh, although it is impossible to avoid noticing that in equivalent occupations there are often marked differences between contiguous counties in the success of local recruitment, a markedly peculiar result in an industry in which workers migrate over thousands of miles and would scarcely be deterred from crossing county lines in search of available work.

Much more important is the obvious connection between the size of the available local work force and the wage that is being offered. It seems highly likely that the labor force available in Monterey County, for example, to work at an 87½ cents per hour field worker's rate (or in Imperial Valley at a 70 cents per hour field worker's rate) might be very substantially larger at a 95 cents or a \$1.25 rate. The size of the available local work force, particularly in an industry with a high proportion of migrant workers, is quite clearly dependent on the wage rate. This leads to an important question: how is the "prevailing rate" which is to be paid to the imported Mexican worker determined?

#### HOW IS "PREVAILING" WAGE RATE DETERMINED?

The answer to that question produces some shocking information. Again, the Monterey County procedure, if typical, raises some interesting and important questions.

Approximately 20 days in advance of the crop for which the labor need is being filled, a Farm Placement Office representative asks the employers what they expect to pay. At that time no labor is being performed on the crop; the employers are in effect asked to establish the "prevailing rate" by their own statement.

On the basis of these statements from the employer, the opening wage paid to the Mexican nationals is fixed.

After work on the crop has commenced, a second survey of the same kind is made. At that time, Mexican nationals have already been brought in and are at work at the rate previously fixed by the employers. Theoretically, the second survey is supposed to redetermine what is being paid to local workers by those growers who are not using Mexican nationals. Not only would such inquiry, therefore, have to be confined to those relatively small farmers who are not sharing in the association's pool of imported labor, but in any event by that time the rate paid to local employees is obviously in turn influenced by the availability of thousands of Mexican workers at the rate first fixed by the employers.

Some indication of the way this system of wage determination works is shown by just a brief sample of the trend of prices thus fixed: In 1952 the piece work rate for tomatoes was 17 cents per 50 pound lug, in 1953 it was 16 cents and in 1954 it was 14 cents. In lettuce, the rate has been without the slightest change year after year for a number of years. In one part of the Imperial Valley,

the prevailing rate is set at 70 cents, while less than 60 miles away another official has decided the prevailing rate is 60 cents.

Indeed, even in the few instances where a domestic worker has managed to remain in the field in the face of the influx of the Mexican contract nationals, the domestic worker's rate is apparently disregarded in fixing the prevailing rate. In at least three instances uncovered in the investigation, isolated domestic workers operating packing machines in the fields had managed to maintain the rates which they had received for similar work when it was performed in the packing sheds (in one instance \$1.50, in another \$1.57, in another \$1.87 per hour) while all about them contract nationals were engaged in the same work at the solemnly determined prevailing rate of 87½ cents per hour.

This kind of prevailing rate becomes even more unconscionable when it is applied uniformly not only to men doing unskilled field work, but also to those driving tractors or trucks, doing maintenance work, etc. Local mechanics, truck or tractor drivers, who never realized that there was any claim of a labor shortage in their occupations requiring a program of labor importation, have reason to question a prevailing rate thus set not on the basis of what has prevailed but on the basis of what employers would like to pay.

With the field labor unorganized, with organization almost impossible in the face of this free and easy importation of thousands of Mexican workers virtually at the will of the employer, with the prevailing wage set by the employers' own statement of what they will pay, the employers have been given absolute power to set rates as low as they choose. At the same time, by setting low rates they have been given equally absolute power to create an appearance of labor shortage so that an obliging government will proceed to deliver to them from abroad an army of unemployed available for work at the inadequate wage level decreed by the same employers who are complaining of their labor shortage.

#### SOME SPECIAL ABUSES OF THE PROGRAM

This is the broad picture. These are some of the basic evils in the program which must be remedied. But even within the structure and procedure as it now exists—even if the procedures for determining need and wage levels were left unchanged—there are grave abuses which have made a mockery of the safeguards supposedly written into the law, the treaty and the contract. The union's investigation, limited as it was, gave startling indication of the variety and scope of such abuses.

The following are some examples in the Monterey County area:

##### *1. Sub-letting of Mexican nationals to growers whose need was never certified*

One of the major sources of abuse of the program arises out of the fact that in most instances it is not an individual employer who reports his prospective need to the government and who accepts the responsibility of compliance with the requirements of the law and the contract. The most widely accepted practice is one whereby an association, made up of large numbers of growers in a given area, is the employer which certifies its need and becomes party to the contract whereby the Mexican nationals are shipped into the area. As indicated earlier, for example, one association in the Monterey area thus becomes responsible for importation of almost 5,000 Mexican workers in a single county in the course of one year. One association handles the assignment of more than 10,000 imported Mexican workers in the Imperial Valley in a single year.

Employers who are members of the association thus are enabled to draw upon this association-wide pool of imported labor. There is thus no check on the need of any individual employer, no check on the uses to which an individual employer may put the imported workers, no check on the extent to which the assignment of the imported workers may result in violation of the policy against displacement of local workers.

All of this would be bad enough—and is inherent in the whole system of certification of the imported workers to associations instead of to individual employers. Indication of more brazen abuse of the program, however, appears in evidence that these associations apparently do not even confine themselves to deliveries of imported workers to members of the association. In Monterey County alone, for example, in the course of a single month, 1 investigator alone came across at least 8 growers who from all available information are members of no association but who had in the aggregate approximately 200 Mexican nationals at work in their fields.

Thus a program whose purpose is supposed to be one of meeting specific labor shortages of specific employers has in fact deteriorated into a device whereby



an association becomes a giant labor contractor for the wholesale distribution of cheap labor, with the United States and Mexican Governments cooperating to furnish the source of supply.

## *2. Use of Mexican nationals for nonfarm work*

Although these workers have been imported to meet a supposed shortage of farm labor, it was found to be a very widespread practice to use at least some of the Mexican nationals as cooks, kitchen helpers, etc. in the labor camps in which they are housed.

In the course of a single month, one investigator alone came across twenty labor camps in a single county, all using Mexican nationals as kitchen help.

In almost all such instances, the hours of such men are shockingly long. At one camp, the cook was found to be working 7 days a week from 3:30 a. m. to 7 p. m. for a wage of \$45 per week plus board. Another camp worked its cook the same hours for \$34 per week. Cook helpers received even less. In other camps, the hours for Mexican nationals at work in the kitchens began as early as 11:30 or 2 a. m. and extended as late as 8 p. m.

The evil of this practice is even more apparent when it is recognized that in many instances the labor camp is operated not by the grower to whom the Mexican nationals are assigned by the association but by an independent labor contractor who receives by deduction from the pay of the nationals a daily charge for the meals furnished to the nationals.

Thus, not only are these men being used for work which is not supposed to be covered by the program, but they are used for the benefit of employers (the labor contractors) to whom they have never been certified directly or indirectly. Whether, in this connection, these men are carried on the payroll of the grower or the labor contractor, does not affect the gravity of the abuse of the program.

## *3. Excess charges for meals*

A common charge made to the nationals for meals furnished at the labor camps is \$1.75 per day. There is good reason to suppose that a profit is made on these meals, particularly where nationals are employed in the kitchens. Establishment of the facts in this respect was beyond the scope of the investigation, but certainly merits governmental inquiry. Since the nationals are completely in the hands of the grower for location of their housing, transportation to and from work, and for their feeding, any device involving such a hidden kick-back would be obviously unconscionable and abusive.

## *4. Lack of sanitation facilities in the fields*

Prior to the advent of the Mexican contract national program, it apparently was the practice among the growers to provide sanitary facilities in the fields. Today that practice has been almost totally abandoned.

Today, a visitor to the lettuce fields of the Salinas area, for example, may expect to see the nationals relieving themselves amidst the crops in the fields, a practice for which these workers cannot be blamed but which creates obvious dangers to consumers of lettuce in an area which is the source of 65 percent of the lettuce consumed in the Nation.

The growers do not even make any effort to conceal, nor do State officials deny their own knowledge of, the absence of sanitation facilities. On the contrary, when confronted with the suggestion that local women are available for employment in the fields so that the importation of Mexican nationals violates the law insofar as it ousts these women from employment, the answer of many of the growers and of representatives of the Farm Placement Offices of the California State Department of Employment has been to point out that the women cannot be employed because sanitation facilities are lacking. This, despite the fact that State law requires such facilities.

## *5. Housing conditions*

In Monterey and Santa Cruz there are apparently more than 200 labor camps housing farm workers. Over 100 of these house Mexican nationals.

The State housing inspection office does not have a very accurate list of the camps and does not—perhaps cannot—police the camps with any diligence or care. In addition to the many camps housing groups of these workers, any small rancher with a few acres of land may have a few. Contract nationals working for him and living on the ranch.

The union investigation showed the conditions in some of the labor camps to be beyond description. The label, slum conditions, would inadequately indicate the circumstances in which many Mexican nationals are compelled to live—under a program which supposedly protects them against exploitation.



### 6. *Miscellaneous abuses*

The foregoing outlines some of the most frequently encountered indications of the abusive consequences of a program by which the Government delivers a group of workers in a state of virtually legalized peonage into the hands of private groups of employers without adequate protection and policing to determine that the proper policy is served or that the rules and conditions are carried out. This is not a complete listing. It does not mention the Mexican national who revealed to our investigator that he was compelled to kick back a portion of his pay to a labor contractor in whose kitchen he worked. It does not mention the grower who paid a Mexican national with no breakdown as to hours worked, deductions made, etc.

These latter examples of abuse may be isolated instances, or may be typical of abuses more difficult to discover in larger numbers. What is clear is that unconscionable conditions exist—practices and conditions which in practical consequence deny to the Mexican national many of the minimum assurances of humane working and living conditions that Public Law 78 pretends to give him.

### SOME EFFECTS ON THE DOMESTIC AGRICULTURAL WORKER

These are the abuses of which the Mexican national is the victim. But what of the local worker—the United States labor force which the body of imported workers is supposed to supplement but never supplant?

#### 1. *General effects*

A few general comments are obvious and quickly made:

So long as the growers of the Salinas area can announce that they expect to pay \$7½ cents an hour for lettuce work and be assured of Government delivery of any requested number of Mexican workers at that price, obviously no group of United States workers can have any realistic hope of bettering their own conditions at the same jobs. In the few instances noted earlier where Mexican nationals were being paid a fraction of the rates then being paid to local employees on similar jobs, it is a matter of easy prediction as to how long those United States workers can expect to remain at work at their prevailing rate.

These then, are obvious general observations as to the effect on the United States worker. Mexican workers, supposedly imported at a prevailing rate actually become a means of setting a new rate far below that which under other circumstances might be expected to prevail.

More specific and readily observable consequences can also be reported.

#### 2. *The transfer of the shed jobs to the field and the cut in pay*

In the lettuce industry in the Salinas area, the product has traditionally been brought to packing sheds for icing and packing. The sheds for many years have been unionized and relatively decent wages and working conditions have been established.

In recent years, however, new methods of treatment have developed, notably a vacuum cooling technique which permits the product to be cooled for shipment after it has been packed and lidded. The result has been a rapid transfer of the bulk of the packing processes out of their fixed locations in the sheds into moving locations in the fields. In some instances hand processes of packing and lidding previously performed in the shed are now performed out in the fields. In other instances huge trailer-like contraptions—literally mobile sheds, complete with belt line, lidding machines, etc.—are hauled through the fields in the wake of the previously exclusive field operations.

What has happened to the United States workers who last year, 2 years ago, 5 years ago, operated under union conditions in the packing sheds? Have they been permitted to follow their jobs into the fields and have they been protected against any undermining by Government action of the prevailing rate established for these jobs over years of collective bargaining?

The answers to these questions are written first in the relief rolls of Alisal, the industrial suburb of Salinas, and second in the departure from the area of workers with jobs snatched from them and moved into the fields for performance by the Mexican nationals—at the \$7½ cents prevailing rate dictated by the employer.

#### 3. *The frustration of the shed worker's effort to follow his job to the field*

Has any effort been made by these workers to claim their legal right to be hired in preference to Mexican nationals?

Here are some case histories:

*Case No. 1.*—Shed A announced that it was closing down. The shed workers in a group asked the employer to give them jobs in his fields. He told them they would have to go to the State employment office for referral cards to the A farms. They proceeded the next day to the State employment office. They were told they could not be handled as a group nor could they be assured of referral to A but would have to line up and take their chances and their turn in being processed, and that their assignment to field work would depend on their qualifications and on what jobs had been reported to the office as being available. They were further told, however, that there was no reason why A could not hire them without referral through the State employment office. Back to the A farm they trooped. They found Mexican nationals at work in the field doing the packing job established in place of the closed-shed operations. The field boss, however, informed them he could give no jobs without referral from the State employment office. When told that the State office had advised otherwise, he called the owner of the farm and was told to ignore the unemployed shed group. A few minutes later the sheriff's car arrived to disperse the group, and at last report they were among the unemployed while Mexican nationals filled the labor shortage in the fields.

*Case No. 2.*—The B company has been using field machines operated by Mexican nationals for packing celery. A group of unemployed local workers reported to the farm-labor office to request work as celery packers. On demand of this group, the farm-labor office representative called the association to which B belonged, confirmed the fact, and referred the group to B for work on celery packing. On arriving at the field next morning, the group found the Mexican nationals at work, but almost immediately a carload of local workers supplied by a labor contractor arrived, replacing all but two of the Mexican nationals, and the B company field supervisor then declined to hire the referred group, or even to hire 2 of them to replace the 2 Mexican nationals still on the machine. The group returned to the farm-labor office, received proper expressions of regret, and, on further insistence, were granted a second referral for 2 of their number to the B farm to fill the 2 jobs still in dispute. On returning to the B farm, these 2 found that by a strange coincidence, 2 more local employees had been found by the labor contractor and had completed the crew of local workers on the machine. Disregarding the obvious chicanery in these incidents the significant fact is that when pressed the grower was apparently able to locate local labor to fill the "shortage" which he had certified to the Government could be filled only by importation of Mexican nationals.

*Case No. 3.*—Local employees C and D were referred to farm E. They were given a half day's work and told they would be notified when more work was available. No further word was ever received, although Mexican nationals worked regularly on farm E under the contractually guaranteed minimum work-week.

*Case No. 4.*—Local employee F, a shed worker, was put out of work by the closing of shed G, asked for field employment on G's farm. He was bluntly told, with appropriate regrets, that no work was available because G was using only contract nationals.

*Case No. 5.*—Local field workers H and I, had been working regularly 5 or 6 days a week. Groups of Mexican nationals arrived, and H and I were thereafter told on a number of days when they reported for work that there was no work available that day because there was only enough to keep the nationals busy. On at least two such occasions, they reported these facts to the State employment office where, with no note taken of the violation of Public Law 78's policy against displacement of local workers, they were merely given job referral cards to seek work elsewhere.

*Case No. 6.*—Company J laid off its lettuce-shed crew who thereupon requested field work during the period of the layoff. Mexican nationals were doing packing work in the fields. J told them they can be hired only on referral through the State office. On reporting to the State office, a few were referred to J, the rest to scattered farms for other operations. Those referred to J were given 3 days of work in the succeeding 3 months.

*Case No. 7.*—Company K discharged local field workers while retaining Mexican nationals. On reporting this to Federal and State officials, the workers were told there was no violation of Public Law 78 because the local workers had obtained their employment through a labor contractor and not through the State employment office.



These are merely examples of the complex maze set up to frustrate any possible hope that local employees can possibly compete with the Mexican national program for the jobs which the Government thus so obligingly fills with captive labor at frozen rates. The nationals are transported to their camps, transported from camp to field, and from field to field, if necessary and back to camp, and given minimum assurances as to weekly hours of work, given insurance coverage and other required fringe benefits. The local worker is forced through the referral procedures of the State agency, drives 20 or 30 or more miles at his own expense to the farm, may be given a half day's, a day's, or a few days' work, has to drive back to the State agency for another referral, face the possibility of finding no job on arrival—while all the time the Mexican nationals are working regularly under the Government importation program at prevailing rates fixed by the employer.

Through the maze runs another weaving trail—that of the labor contractor. These play varying roles—sometimes operating labor camps for the housing and feeding of the Mexican nationals, sometimes performing their more traditional function of recruiting local workers, sometimes serving the rather doubtful role of a legal shield between the grower and any effective enforcement of the legal requirements of Public Law 78.

#### THE PROBLEM OF ENFORCEMENT

What about enforcement? What are the present procedures for discovering and remedying all of these techniques for abuse of the Mexican national program?

To the extent that any enforcement powers exist, they are lodged in the United States Employment Service. During 1954, if we are correctly informed, the USES had a total of 11 compliance officers charged with the responsibility of securing compliance with the provisions of Public Law 78. The San Francisco office (region 12), is supposed to cover the States of California, Arizona, and Nevada. The compliance officers have no civil-service status and are paid \$4,200 per year—a combination of conditions not exactly calculated to attract and hold personnel of high capability and devotion.

When an employer is found in violation, moreover, all that occurs is that he is warned. A number of employers, for example, have been warned against the use of Mexican contract nationals for kitchen work. As indicated above, however, this remains a widespread practice and these warnings appear to have been ignored.

The USES has never taken any steps to withdraw from an offending employer the privilege of using Mexican nationals—nor, apparently, is it considered that such a step would ever be taken however flagrant and grievous the employer's abuse.

#### CONCLUSIONS AND RECOMMENDATIONS

This report barely scratches the surface of what we are convinced is potentially a major national scandal. Public Law 78 as currently administered has become a patent fraud.

Public Law 78 sets forth some piously worded statements of worthy objectives which have been made a mockery in practice.

The law requires that the employment of the Mexican contract nationals be handled in a manner such that it "will not adversely affect the wages and working conditions of domestic agricultural workers similarly employed." The fact is that the law has been made the instrument of a conspiracy not merely to depress the wages and working conditions of domestic agricultural workers, but to drive domestic workers into unemployment and eventual departure from large areas of their traditional employment.

The law requires that reasonable efforts be made "to attract domestic workers for employment at standard hours of work comparable to those offered to foreign workers." The fact is that the law has been made a device for the setting of "prevailing" wages considerably below those which would otherwise be available to domestic labor and at which significant recruitment of domestic labor would be possible. The fact is that effective, good-faith efforts at recruitment of domestic agricultural labor are being increasingly abandoned, and, indeed, by frustration-producing "referral" and employment techniques, the migration and employment of domestic farm workers is being increasingly discouraged.

These are developments which require further investigation—and prompt action—not solely out of humane consideration for the plight of the domestic agricultural worker (as well as the imported Mexican worker) but also out of hard-



headed business considerations. The merchants of cities such as El Centro, Brawley, Hottville, Calexico, Salinas, Watsonville, Gonzales, Greenfield, King City, Castroville, etc., could give eloquent testimony to the economic significance of mass displacement of domestic labor by temporarily imported, low paid, non-family, foreign labor, housed, transported, and fed en masse and shipped back to their native country—with such of their earnings as have not already been sent to their families in Mexico during their stay here. What is left in these communities is a wake of domestic unemployment and reduced purchasing power (except for the benefits derived by the land-owning companies whose labor shortages were thus filled by cheap labor). The scope of these effects is indicated by the fact that the Mexican Government reports that its second largest source of American dollars comes from the earnings of Mexican farm workers employed in the United States. We in the labor movement favor trade policies which permit other governments to acquire the dollars necessary for reasonable balance of trade relationships, but we do not think it desirable for the economy of either Mexico or this country that one of the products of export be underpaid and exploited labor marketed under conditions calculated to decrease wages and increase unemployment in this country.

Immediate action is imperative. We propose, as initial steps, the following:

A. *A congressional investigation of the operation of Public Law 78.*—To such a probe we would gladly contribute our information and our suggestions for revision of the law and its administration.

B. *A searching reexamination by the Secretary of Labor of the United States and by the Department of Employment of the State of California into the administrative procedures for operation and enforcement under Public Law 78.*—We would gladly meet with or appear before such officials to contribute our information and our suggestions. We feel that such a reexamination should lead to a total overhauling and revamping of an inadequate, disorganized, easily perverted machinery which has been manipulated and warped into an instrument of special interest and oppression.

C. Such a congressional investigation and such reexamination of administrative procedures should give urgent consideration to a number of changes in the law and the procedure which suggest themselves immediately upon even a brief examination of the abuses which have arisen. Some of the types of change which should be foremost in these deliberations are:

1. *Make the individual employer the responsible unit in the arrangements for the use of Mexican contract nationals.*—Require the employer individually to certify his need, and individually to accept responsibility for employment of the nationals on his lands and for their housing, and so forth. The law does not have as its purpose the promotion of the institution of associations to act as labor contractors for foreign labor. If the individual employer is required to accept the responsibility for the pay and keep of each such worker that he requests, he will consider far more carefully his true needs than if the importation can be tossed into a large central pool.

2. *Revise the principle and procedure for determining the prevailing wage.*—The prevailing wage should not be fixed merely on the employer's statement. Representatives of the domestic agricultural workers should be given an opportunity to participate in the process and to voice their opposition to the arbitrary fixing of an inadequate wage. Where the domestic workers have chosen a collective-bargaining representative, the prevailing wage should be that fixed by negotiation. In addition, no wage should be permitted to be set below the minimum of the Fair Labor Standards Act. No employer in this country, agricultural or industrial, has the right to ask our Government to act as his recruitment agent for foreign labor if he is not willing to meet at least the standards which this country has fixed for a minimum scale of pay. Agricultural employers have argued vigorously against Government intervention to apply minimum-wage laws to their employees—but they should not expect to be given Government intervention to help depress agricultural-labor wages below those minimum standards.

3. *Require—and carry out—meaningful recruitment of domestic agricultural workers as a precondition to certifying a need for Mexican nationals.*—A major contribution to this process will of course be the correction of the prevailing-wage determination as suggested above. As part of this same process of assuring that the recruitment of domestic workers is done under conditions which can reasonably be expected to attract—and not discourage—a supply of domestic labor, the employer who expects to be given Mexican contract national labor should be required to offer to domestic workers not only wages equal to the cash wages paid the Mexican contract nationals but also the same minimum

weekly guaranties and the monetary equivalent of the additional advantages and services given to the Mexican contract national: Housing, transportation to and from the field, insurance, and so forth. In addition he should be required to negotiate with their representative where they choose to select a collective-bargaining representative. Without such requirements, the Mexican contract nationals are obviously given favored treatment over the domestic agricultural workers. More important, without having made such offer to the domestic labor force, the employer cannot honestly say that he is unable to recruit domestic labor at conditions equivalent to those he is prepared to offer to the Mexican contract nationals.

4. *Specify—and limit—the occupations for which imported labor can be requested and used.*—Whatever truth there may be in a claim of shortage of field hands, there can be no valid claim that there is any shortage of labor for tractor drivers, truckdrivers, irrigators, cooks, maintenance men, harvesting machine operators, and packers.

While technological improvement may dictate the removal of a packing operation from the shed to the field, it does not dictate the discharge of the experienced employee who has been performing the operation in favor of an underpaid Mexican contract national. Nor does that move bring the packing job within the claimed shortage of field hands. Only when the rate is reduced from \$1.50 or more to 87½ cents or less in that move does a possible shortage arise—if then. The Government should not allow itself to be made a party to that type of maneuver.

By the same token, the use of Mexican nationals as cooks, maintenance men, tractor or truckdrivers, and so forth, can scarcely be justified on the basis of any acute labor shortage in these occupations. The Mexican nationals, through no fault of their own, become the instruments only for reducing rates in these occupations to the level at which the Government is willing to import the nationals.

5. *Strengthen the enforcement of the standards of the law.*—The pitifully small compliance staff must be very substantially enlarged. The Department of Labor must create machinery for constant and strict supervision over the operations of the State agencies, and representatives of the employees, both domestic and Mexican contract nationals, must be given an opportunity to participate for defense of the standards of the law. The limited process of warnings to violators must be expanded to include more effective penalties. Employers found guilty of repeated or flagrant violations should be denied, at least for fixed periods, the privilege of using Mexican contract nationals. There is no reason why the Government should extend itself for the benefit of one who refuses to abide by the conditions under which the benefits are made available.

These suggestions are limited and preliminary. They are specific and practical. Congressional investigation and administrative self-examination may develop other and broader ideas. Congressional examination may, indeed, reveal that the entire foundation upon which the Mexican contract national program is built is so fraudulent that Public Law 78 should be wiped from the statute books.

If, however, that law is to remain with us, it needs at least the protection outlined above. Otherwise, it will continue to stand as a scandalous device for depressing wages and living standards and creating unemployment among agricultural workers of this country, for exploitation of imported Mexican workers—all for the exclusive benefit of the few large agricultural landowners who dominate the "associations" through which the program is primarily administered.

Mr. STEVENS. When I am finished, Mrs. Widman, who is working as a field representative with the Field Workers Union, which we have in El Centro and in the Imperial Valley, will supplement in a much more documentary way, some of the faults that we find with the law.

This investigation that the union made was in the central part of the State of California and it was in the fall. I do not know whether that is stated in here or not. It was in the fall of 1954. These were conditions that the union found.



When Public Law No. 78 was first written it was supposed to act as a supplement during the war to United States labor. It was never conceived as a device to cut wages.

I would like to point out one example at least—and we will supplement that in a moment with others—of how this law has been used to depress wages.

Representing the shed workers in Salinas, Calif., the rate for packing lettuce was \$1.67 an hour, plus a bonus if they got more than the required number of units per hour. The rate paid for packing lettuce in the field, due to the technical changes that have taken place, is set at 87½ cents an hour.

If in giving 87½ cents to nationals who were imported was supposed to be the prevailing rate, that, of course, according to our own contract was not the prevailing rate for packing lettuce. Nor was it an 87½-cent rate for truckdrivers in that area the prevailing rate. Nor was 87½ cents the prevailing rate for mechanics in that area. Nor was 87½ cents the prevailing rate for maintenance men in that area or for tractor drivers in that area.

Mr. GATHINGS. Nor for accountants, storekeepers, or pipe fitters.

Mr. STEVENS. We are not talking about them. We are talking about those people who were engaged in the fields in Salinas. We are talking about Mexican nationals brought in and the prevailing rate set of 87½ cents for the work they are doing in the valley. We are not talking about accountants, Mr. Chairman. I am sure that we could not find one among all of the imported contract labor.

Mr. GATHINGS. Mr. Reporter, let us read that back. I do not want to mislead you in any way in my questioning. I would like for the reporter to read just what you have just testified to with respect to these various categories.

(The record was read by the reporter.)

Mr. GATHINGS. You were thinking about anyone who would work on that particular truck that was used in the operation, and also for tractor drivers. There is a difference between a mechanic and a tractor driver.

Mr. STEVENS. What I was trying to point out was that they set a prevailing rate of 87½ cents. How they arrived at that rate, when there was no such rate for any of the categories that I mentioned, is something which we claim is a complete fraud.

Mr. GATHINGS. Those various categories would be somewhat different from the stoop labor of harvesting lettuce in the fields.

Mr. STEVENS. They would be, except that the Mexican nationals are doing the categories which I mentioned.

Mr. GATHINGS. They are brought in to do the job of truck driving and tractor driving?

Mr. STEVENS. We have evidence that they are driving trucks. They are acting as mechanics. They are maintenance workers. They are tractor drivers, and they are cooks.

Mr. GATHINGS. In what number?

Mr. STEVENS. I have not the slightest way of knowing. I do not know what numbers there are in those.

Mr. GATHINGS. One percent or 5 percent or 75 percent or 50 percent?



Mr. STEVENS. I have not the slightest idea. I could not answer your question, Mr. Chairman, because I do not have any way of getting the records from each shipper-grower as to just what each person is doing.

Another thing is that he may be doing it for 2 or 3 hours a day in one shipper-grower's lettuce field, and he may be transferred later to another one. He may be doing 1 thing on 1 field; he may be doing something else on the other. I have no way of knowing, unless we get the records from the shipper-growers themselves as to what the number is doing this job.

My point is that regardless of what the number is, even if 1 or 2, the prevailing rate at which they set was not the prevailing rate of that kind of work in that category in that area.

Mr. RHODES. They do not make contracts with these people to be truckdrivers and maintenance men or anything of that nature, do they, when they bring them across from Mexico?

Mr. STEVENS. I have never seen one of the contracts they have made with them.

Mr. RHODES. I do not mind telling you that they do not make contracts along those lines. They make contracts for agricultural workers. If they use them in other categories than that, then certainly that is a fault in the administration and compliance with the law, but you cannot very well trace it back to the original contract which, certainly, did not presuppose any violations of the law.

Mr. STEVENS. I am not complaining about that. What I am complaining about is the way they set the prevailing rate. If they can take tractor and truckdrivers and set them at a rate of 87½ cents and call that the prevailing rate, that is not true. There is nobody in this room that will believe there is a truckdriver in California or in that area getting 87½ cents per hour. I am speaking for packing lettuce in the sheds, when it was done in the sheds. It paid \$1.67 an hour. In the field it pays 87½ cents an hour.

If they were going to set a prevailing rate for that area it should have been \$1.67 an hour for packing lettuce.

Mr. RHODES. If we contracted with these people to come over here and pack lettuce at any price, your union would be most unhappy?

Mr. STEVENS. I do not get the point.

Mr. RHODES. We contract them to come over as agricultural laborers. As I understand, the packing-shed operation is not strictly an agricultural proposition. If these people are used in the packing sheds it is a violation of the law. If I am wrong then somebody should correct me. You would not want us to let the Department of Labor contract to work in the packing sheds?

Mr. STEVENS. They are not working in the packing sheds. They are doing the same work they were doing in the packing sheds and are doing it in the field. They are being paid 87½ cents an hour. I think it is your responsibility—I presume it is the responsibility—to see to it that the law is lived up to. It does say that they are supposed to pay these people according to some form of arriving at it in this document which we presented. Our investigators showed how that happened. I think it is your responsibility to see to it that the prevailing rate is paid.

Would you not say that, or somebody's responsibility? I know that it is not paid. That is all I know.

Mr. RHODES. Our responsibility is to make laws and, of course, to investigate to see whether they are being complied with.

Mr. STEVENS. All I am trying to say is that they are not living up to the law when they pay a lettuce packer  $87\frac{1}{2}$  cents an hour when the prevailing rate was \$1.67.

Mr. GATHINGS. What is the rate for harvesting the lettuce proper?

Mr. STEVENS.  $87\frac{1}{2}$  cents an hour.

Mr. GATHINGS. Are there any further questions?

Mr. HOPE. I want to see if I understand this question. What you are saying is, if I understand you correctly, that these people are brought in here for one purpose and are being used for another purpose. Am I right?

Mr. STEVENS. In many cases they are. They were not brought in, as I understand it, to be truckdrivers or cooks or mechanics or to drive tractors. That is a partial answer to your question, I believe.

Mr. HOPE. That is your whole contention, is it not, that they are brought in here for one purpose and are being used for some other purpose?

Mr. STEVENS. That is not all of my contention. What I was saying is that the method in which they arrive at the prevailing rate in this particular area was not correct and that it was a fraud, actually, and it did use Public Law 78 as a means of depressing wages. That is what I am saying. That is my main point.

Mr. HOPE. I think I see your point, but I do not think you are stating it very well. It seems to me that your main complaint is that people are brought in here to do a certain type of work, and that the rate for that work is  $87\frac{1}{2}$  cents an hour. That is the contract rate. But when they are brought in here and they do some other work, and the prevailing wage for that other work is higher than  $87\frac{1}{2}$  cents an hour, but they are not getting the regular prevailing wage rate for the work they are doing; is that what you are saying?

Mr. STEVENS. No, I say that the Government is a party to setting the prevailing rate for the various areas in which they are going to import the contract labor.

Mr. HOPE. You do not contend that the Government has set the rate for truckdrivers at  $87\frac{1}{2}$  cents an hour?

Mr. STEVENS. I say they are a party to it.

Mr. HOPE. What do you mean by that?

Mr. STEVENS. Let me point this out. On page 6 of the document, which I think all of you have, it states, "How is prevailing wage rate determined?"

The answer to that question produces some shocking information. Again, the Monterey County procedure, if typical, raises some interesting and important questions.

Approximately 20 days in advance of the crop for which the labor needed being filled, a farm placement office representative asks the employers what they expect to pay. At that time no labor is being performed on the crop; the employers are in effect asked to establish the "prevailing rate" by their own statement.

On the basis of these statements from the employer the opening wage paid to the Mexican nationals is fixed.

Mr. HOPE. What has that to do with truckdrivers? You are talking about field workers now, are you not?

Mr. STEVENS. They are working in the field, not someone on Highway No. 101.

Mr. HOPE. They are not brought in as truckdrivers from Mexico?

Mr. STEVENS. They are brought in under the law, this immigrant, this migrant law which you have here—this business of bringing Mexican nationals over who are employed as truckdrivers. Whether they are brought in as a truckdriver, I have no way of knowing what they said when they met him at the gates down there, to the effect, "You are coming over to work in the United States." I have no way of determining that.

Mr. HOPE. If you say they are used for truckdrivers, you are talking about them being used as such in this particular situation, and you are saying that there is no prevailing wage rate for truckdrivers in that particular situation, and that the employer actually sets that himself. Is that your contention?

Mr. STEVENS. That is what I am saying.

Mr. HOPE. That would be true of anything that these people did on the job, would it not, according to your theory?

Mr. STEVENS. According to the information which I have. I am sure you are more familiar with it. The law was not a device to depress wages. That was the first thing I said.

Then I proceeded to explain how it has been used to depress wages.

Mr. HOPE. I do not think you have made out a case yet.

Mr. STEVENS. Let me try again.

Mr. GATHINGS. Mrs. Widman, are you going to make a statement?

Mr. STEVENS. I have not quite finished yet. I want to make a statement on this. I want to point out the fact that this law was used as a wage-cutting device. I want to also point out the way they arrived at this question of need, according to our own investigation in Monterey County.

On page 4 of my statement you will find under the heading "How is the 'need' for this importation of Mexican labor determined?" A statement to the effect, "Is there a 'need' for this huge army of additional workers?"

The union does not pretend at this moment to be in a position to answer that question. But its investigations do suggest that the procedures followed by the governmental agencies which are supposed to be responsible for determining the answer—and which have made the certification of "need" which has led to the importation of this tremendous pool of workers—are such that those agencies cannot and should not in good faith claim they know the answer. On the contrary, those procedures are such as to give the employers a free hand to use the Government's powers and machinery to bring in any number of workers that the employers chose to suggest.

The union examined the situation in some detail in at least one locality. In the area in and around Salinas in Monterey County, the lettuce capital of the Nation, one association of employers had 3,500 Mexican contract nationals working in 1952; 4,300 in 1953; and 4,900 in 1954. The figures for another association in the same area are 1,000 in 1952; 1,525 in 1953; and 1,820 in 1954.

How was the need for this constantly rising body of imported workers determined? The prospective employer—in this instance no individual grower or shipper, but an association purportedly made up of a large number of growers or shippers in the area—files with the



State Department of Employment a form "Notice of Need for Mexican Nationals." This form supposedly states the employer's prediction of his prospective labor needs for a future 6-month period.

In order to make sure that such requests are always on file in advance and that there is a constant flow of the "needed" labor, the practice has been to file these forms every 3 months, and since each report covers a 6-month prediction, the reports, of course, overlap each other as to the period covered.

When such a report is received, the procedure theoretically calls for a double check on the employer's estimate: A county advisory committee on farm placement supposedly considers the situation to indicate its approval of the request. In Monterey County there is no functioning county advisory committee. Something called Monterey County Agricultural Committee was established on August 20, 1947, by the Monterey County Board of Supervisors, to deal with general agricultural and farm-labor matters, as an aftermath of the wartime committee which had previously existed to promote maximum production in the war effort. The 1947 committee has never been re-appointed, never filed a single report since its creation, and has not met for at least 3 years. Nevertheless, over a number of years the periodic requests of the association stating the employers' need for Mexican labor has been duly certified as approved by the chairman of the so-called county agricultural committee, the person signing in that capacity being himself one of the principal grower-shippers in the area, often an officer of the same association to whose request he was thus giving objective quasi-governmental approval.

We are not saying, as I said before, that there may not be need in some areas for contract labor from Mexico. We are saying that a procedure, no one could honestly say, followed in this way, that they knew what the need was in Monterey County.

We also state that the unemployed in that area is terrific. People want to work in the fields. Public Law 78 says that the domestic workers shall be hired before they put the contract labor in. They bring them in. We have tried unsuccessfully in Monterey County for months to put unemployed resident workers to work in the fields. Instead of Public Law 78 turning out as it was originally designed, not as a method of supplanting American labor, in many areas of the country it has turned out that American labor has become supplanted by contract labor brought over from another country.

These are the things to which we object strenuously. We make a very strong recommendation on the basis of these facts and figures and the data that an investigator, hired by our union to make. We would be more than happy if we could have an investigation by the agricultural committee in the areas that we are talking about, so that we could not only present to you the exact data, but the people, and for you to see for yourselves what has been happening as a result of the application or the misapplication, if you want to put it that way, of Public Law 78.

Mr. GATHINGS. You have testified that there is a need for this labor. No doubt, I take it, that you feel that there is a need for the law, but you do have your own view as to how it is being administered.

I recall before lunch that the gentleman from California, Mr. Hagen, suggested that the Labor Department send a representative here this afternoon. Mr. Larin is here. Mr. Larin is in charge of the Farm

Placement Service of the Department of Labor. Since you are complaining largely about the administration of that, Mr. Larin is here. He could be called to answer certain questions.

Mr. STEVENS. As I said before, I am not in position to know whether they need the farm-contract labor brought in to, say, Michigan, New York, or any other State. I am in no position to know that. The one thing that does strike me is that in the State of California there are, according to the last newspaper figures that I read, some 6 percent of the total working population is out of work. I do know that there are hundreds of thousands. And according to the Department of Labor, I believe,  $3\frac{1}{2}$  million, I am guessing now, unemployed in the country. I do not know whether we need the law or not. I am not even going to be an authority on that and I do not pretend to be, but there is a little contradiction in the fact that there is a large number of unemployed people in the country while we are still importing people from a foreign country to work, when our own people are out of work.

Mr. HOPE. You say that at the time these estimates were made, these people were brought in to Monterey County, that there were American citizens there who were ready, able and willing to go out and work in the fields in that county, who were not able to get jobs because the Mexicans were brought in?

Mr. STEVENS. That is what I say.

Mr. HOPE. Do you make that statement?

Mr. STEVENS. I make that statement. I am prepared at your own discretion and convenience to document it, to bring in the people. I cannot bring them to Washington. We do not have enough money to transport hundreds and hundreds and thousands of people who cannot buy their own food, who are in bread lines, who are being denied clothing for their children, whose children are running around barefooted. It is a shocking disgrace what is going on in that area, in some of those areas in California. I cannot bring them here. I wish you would come up there.

Mr. HOPE. How many people are there in Monterey County who are ready, able, and willing to go out in the fields and do the kind of work that the Mexican laborers do when they come in, that is, the stoop labor and all of the other labor that is necessary to be performed in the harvesting of these vegetable crops?

Mr. STEVENS. How many are available?

Mr. HOPE. Yes.

Mr. STEVENS. I have not the slightest idea. I do know they are available, because we have some 1,100 people who signed applications wanting jobs. We could never get them into the fields.

Mr. HOPE. What did you do? You said you had 1,100 applications. What did you do in your efforts to get them jobs?

Mr. STEVENS. We suggested that they go down and apply, taking at face value the law's statement that the domestic workers will be given the job over contract labor. That is all we could do.

Mr. HOPE. Do you know whether they did it or not?

Mr. STEVENS. They went down and made application. And in this document which you have before you, you have some of the runarounds they got. There are some examples of that. We can give you the names and addresses, et cetera, which are in our investigator's files,



who did this checking. We have complete documentation. We can give you the names of the people and the addresses who asked for work. That was done last fall.

Mr. HOPE. When you say that none of them—not a single one was employed—

Mr. STEVENS. Some were brought to work for a few hours. Many of them were given nothing. Others went out to the shed or to the field that was employing people. I believe that is where the sheriff came down and ran them off—came down and ran them off. There were 40 or 50 of them looking for jobs. The people were American citizens looking for a job. They went out to this area, because they believed the law. When they went out the sheriff came out and ran them away—told them that they could not stand around any more.

What are they going to do, standing out there looking for a job and the sheriff tells them to get off the highway and to disperse. At the same time they are watching Mexican nationals working right in the field—watching them work.

Mr. HOPE. Were these matters brought to the attention of the representatives of the Department of Labor?

Mr. STEVENS. Certainly they were.

Mr. HOPE. What was the reply that you received?

Mr. STEVENS. Generally the answer has been—and I am talking about the time that this investigation took place last fall, 1954—generally the reply was, "We will have an investigation."

Again the Department of Labor not having enough investigators was handicapped. You have a three-State area, I understand that is what the area covers, and you have a handful of investigators. And there are thousands of cases to investigate. You have to have time. You have to go through the complete detail.

What actually happens is that the people are out of work, on relief, discouraged, and they despair of any kind of action on their particular case at the time this was written.

Mr. HOPE. Why is there all of this unemployment of agricultural labor in this county? You do not find that in very many places, do you? We do not certainly find it in my State. You cannot get agricultural labor for love nor money. You cannot get people to work on the farms. I do not mean that we do not have people working on the farms; there is always a shortage of farm labor. They are very much better than the jobs we are talking about here. Still it is difficult to get people to take those jobs on the farms.

How do you account for the fact that you have so much unemployed American labor in these areas? Are these people who have drifted in there for some reason or another, or are they native people in those countries? How do you account for the fact that you have such a large number of Americans who are looking for work and who are presumably unable to find kind of work in that county?

Mr. STEVENS. They are people who historically have migrated with the crops. During the war, of course, there was plenty of work. In fact, we make no argument that the law did not serve its useful purpose in that period in all areas, I presume. However, with the falling of employment of some 6 percent, which was the last figure I saw—that has been some time ago—I do not know what it is in California now—there is no question that there is a certain percentage of unemployment there. There are not so many of these jobs. Many of



them may have gone to the cities and have now come back to their home towns. They found that their usual avenues of jobs are blocked to them because of the fact that contract labor is working on them. I do not know about the State of Kansas. I do not know how many contract laborers you use up there. I am sure that they get the wheat cut. I come from Iowa. I do not know of any in that State.

Mr. HOPE. If we do, it is a very small number. We have no direct interest in this legislation at all, so far as the State of Kansas is concerned. I am merely trying to find out what the situation is in the States where it is used and which you say you are familiar with. I am trying to find out where this labor comes from.

Is this labor that has formerly worked in the fields and has been displaced?

Mr. STEVENS. It is some of that. Now, of course, there has been a lot of technical changes in the methods of operating in the areas out there. We will have figures as to the size of the farms. Mrs. Widman will give that information.

There have been many technical changes that have taken place. For example, there were 4,300 workers in the sheds in the Imperial Valley in 1950. They have been moved from the sheds to the fields. There are only now 400 people in 1955 in the sheds, which is an estimate. Those people are unemployed. The job is out there. They can take any highway in the Valley and see work being performed but not by resident labor. They cannot get the jobs. They have not been able to get the jobs.

Mr. HOPE. Will they take jobs that are offered to them?

Mr. STEVENS. Of course, they will take the jobs. They will not only take the jobs, but there is the matter of one other way of discouraging them. Of course, that has been this business of depressing the wage structure, of completely discouraging them. You may work two hours in one place, in one field. Then you may work three hours in another field.

The contract labor gets his transportation from one field to the other. The domestic worker has to find his way out to the field first and then finds himself, if he is hired at all, that he has to take himself from one field to the other. I know they have trucks that do it, but the experience that we have run into, from those who have worked and have told us that this is the way it operates. I do not want to go into that, as I said, unless you have some specific question on it.

I think I have given my testimony which dealt with the question of the need and the question of the depression of wages and how it has come about. We say it is a complete scandal the way it operates.

For example, there is no reason why there should be 19,000 people unemployed, as was mentioned in Phoenix. It would be very well to find out if there is an unemployment situation in Phoenix at the time they set the amount of the nationals they needed.

Mr. HOPE. Where are these 19,000 people that you are talking about?

Mr. STEVENS. I was talking about this unemployment situation in Arizona on which we also have information.

Mr. HOPE. Is that something you are personally familiar with?

Mr. STEVENS. No. I just heard the article that was read into the record. I assume it was authentic. If there are no further questions, then I will yield to Mrs. Widman.

Mr. GATHINGS. I was wondering whether or not the packinghouse union has as members workers who belong in the meat packing plants, as well as vegetables and fruits.

Mr. STEVENS. Yes; and in canning.

Mr. GATHINGS. What is the hourly wage in California to the packers, your members—what do they receive there in California in this particular county?

Mr. STEVENS. In the sheds?

Mr. GATHINGS. In the Imperial Valley.

Mr. STEVENS. \$1.67 for packing lettuce.

Mr. GATHINGS. What is the wage that is paid to the Mexican worker who comes in to work in the fields and to harvest this lettuce?

Mr. STEVENS. At the time of this investigation it was 87½ cents an hour.

Mr. GATHINGS. It is pretty difficult to get any of your union members who are unemployed to take these jobs at 87½ cents, is it not?

Mr. STEVENS. We can get them to go in to do the work.

Mr. GATHINGS. They would do it?

Mr. STEVENS. We can get them to go to work at 87½ cents an hour—the unemployed people who are members of our union.

Mr. GATHINGS. Do you have many unemployed members of your union?

Mr. STEVENS. Yes.

Mr. GATHINGS. In this area in California in the lettuce country?

Mr. STEVENS. Not only in this part, but when they testify they will deal with the Imperial Valley. There is plenty of them down there.

Mr. GATHINGS. Is your membership increasing in that area?

Mr. STEVENS. Yes; it is. In the fields we are organizing the field workers.

Mr. GATHINGS. As a matter of fact, you do not have a great deal of complaint the way this Mexican program is working—it is increasing your membership?

Mr. STEVENS. It has nothing to do with the increase of the membership, does it?

Mr. GATHINGS. I am asking you.

Mr. STEVENS. Yes. All right. Let me answer that question by saying I do not see what the relationship of one is to the other.

Mr. GATHINGS. You came here and are testifying that there is a situation where you have a lot of unemployment in that Valley in California, and that these workers would take these jobs, although they are now making \$1.67.

Mr. STEVENS. The unemployed worker is not making anything.

Mr. GATHINGS. But if he is accustomed to drawing higher wages it is very difficult to get him to do this stoop labor when he has been doing the packinghouse work?

Mr. STEVENS. It would be difficult for anybody to take almost a 50 percent cut in wages, would it not?

Mr. GATHINGS. That is right.

Mr. STEVENS. The question of need, however, of eating—and that is always a pretty powerful weapon—would mean that he would probably take a job if he could get it.

Mr. GATHINGS. We have had testimony to the effect that it is very difficult to get someone from industry to go out and take these stoop jobs.

Mr. STEVENS. This is my point, there are thousands of resident workers, people who live in that area, whose children are there. Some of them migrate and come back home. They always have a place that they call home, some little valley town, or whatever it may be. They call it home. They are willing to take that work.

As I understand it, you are ready to recommend changes in Public Law No. 78. My point is that it was not devised to cut wages. I said that this is what it has done. I do not know about the organizing.

Mr. GATHINGS. Mr. Hope has been chairman of this committee on two different occasions and I value highly his views when he commented on your testimony.

Mr. STEVENS. I did not try.

Mr. HAGEN. I would like to say, first—and I do not know whether it is totally relevant to extending this bill—Mr. Hope brought up the subject of unemployment. Last year—I think it was last year—when this question of border recruiting came up, there were thousands of farm workers in the San Joaquin Valley getting handouts of food from the county. This year in my home county and in Fresno County, all through the valley, these people were similarly in need.

In Fresno County some large growers on the west side castigate the county welfare director for not acting and not giving these people food.

It may be that they are not all of them willing to work. That is always the charge that is made. It may be that even if they were all willing to work they still would not supply the necessary labor force. So I say the fact of unemployment may be somewhat irrelevant. Nonetheless it exists. You are bound to get periods of unemployment in seasonal activities.

Mr. HOPE. Does that exist during the harvest season, during the period of maximum employment? If it does, you would still have unemployed American farm workers there.

Mr. HAGEN. I asked one of the grower witnesses in California that question. We had some of these farm labor camps which were originally there. I had heard serious statements of a lack of employment; that there were native whites living in those camps. He said that they had gone into that and discovered that it was not true. There was not this availability of unemployed labor. That is all I can contribute to that.

You have some interesting case histories here on page 15. I do not know whether you put them in to indicate that the lettuce growers were discriminating against the shed workers, possibly because they belonged to a union, or because they were discriminating against unemployed. What was your point there?

Mr. STEVENS. What was the point?

Mr. HAGEN. What is your point in inserting these, to indicate that these lettuce growers were discriminating against union members or the unemployed?



Mr. STEVENS. Against the unemployed, either union or nonunion.

Mr. HAGEN. In that connection it is my understanding—and I want to be corrected on this if I am wrong—that if a grower, we will say, receives 5 nationals and puts them to work and it develops after he has received them and has them on the job and has contracted to hire them for, say, 4 weeks, and there are 5 local people who want those jobs, that he is obligated to discharge the nationals and to put those 5 local people to work, and I assume to pay the nationals for their 4-week period; is that a correct statement of the facts?

Mrs. WIDMAN. We assumed that was the intention of the law, that the domestics had the right to job selection, but in practice that is absolutely not true.

In the particular instances mentioned in here there is an entire crew of shed workers whose jobs had been moved to the field. The entire crew went to the field. The contract nationals were working on their jobs. They were denied those jobs. In practice you cannot select even what company you want to work for. You have a very difficult time even selecting what crop or what job you are qualified for.

If you get a referral card you go wherever they send you.

Mr. HAGEN. In this instance or these instances which you assume are factual—I mean, you say you have the names and addresses?

Mr. STEVENS. We have everything.

Mr. HAGEN. Did you make a complaint to the local employment first, and No. 2, to the regional office of the United States Employment Service?

Mrs. WIDMAN. We made a complaint to the farm placement office in El Centro. And there we were advised that these people could take jobs, but not those particular jobs. And it was in Salinas, instead of El Centro.

Mr. HAGEN. Were there other jobs offered them? It does not make any difference where you are picking lettuce, whether it is in one field or another.

Mrs. WIDMAN. Your question was a domestic worker has the right to displace a contract national that he or she sees is performing his or her job. That was your question. I am saying that the resident worker does not have that right in practice.

Mr. HAGEN. Let us go a little bit further into that. We will just assume that these farms are all within 20 miles of Salinas. Shed A closed down. They went, some of the workers, went out to a particular farm. They saw nationals on that job. They went through the procedures to seek employment, to replace the nationals. They were refused.

As I gathered from what you said, Mr. Stevens, they were told that they could go to farm B, which we will assume again was within 20 miles of Salinas. That is a correct assumption?

Mr. STEVENS. You are right. I will have to refresh my memory on this. Mrs. Widman was involved in these cases.

Mr. HAGEN. Were they offered the opportunity of the same employment in a farm in the same vicinity?

Mrs. WIDMAN. They were not offered the same opportunity, because the jobs that they were asking for were the same jobs they had performed in the sheds—exactly the same operation, only the roof

was removed. When we went to the field we were denied those jobs, No. 1.

We went to the farm-placement office. Then we were advised that we could have those jobs, we had the opportunity, but we would have to take a wage cut, the packer, from \$1.67 to 87½ cents an hour. And that the women who trimmed in the sheds could trim in the fields for 82½ cents.

Mr. HAGEN. You are getting into another question there. They could have had the jobs if they had been willing to take 87½ cents?

Mrs. WIDMAN. In some instances, yes, but further on in my testimony I want to show how, although it appears they are given an opportunity there are many gimmicks and ways that even if they get the job they do not have full employment. Many things happen to them.

If they are successful in getting a referral card—

Mr. HAGEN. You say, then, in effect, that this policy, if an American becomes available, even though there is a national on the job, they can get the job, that that is not working out; that there is a lack of something?

Mrs. WIDMAN. It is not working out.

Mr. HAGEN. There is a lack of implementation of the Department of Labor, that it is at fault; is that correct?

Mrs. WIDMAN. Yes, on two counts. The reason why it comes about is by the manner in which the domestics are referred, or the residents are referred to the jobs, and the manner in which they are offered the wages. People taking their same jobs from the shed in the field are taking those jobs at a 50-percent wage cut.

Mr. HAGEN. That is the nature of the beast. I mean, they know when they go out there—

Mrs. WIDMAN. I mentioned there are two things. They are inter-related because they have a bearing on how you say that a resident worker is given an opportunity.

Mr. HAGEN. I am somewhat familiar with that controversy, about moving the packinghouse to the field. I was assuming that you were referring to the situation where the packingshed workers would be willing to go out and do it as a field operation.

Mrs. WIDMAN. When we went out to the field in this particular case and asked for the job of the foreman of that field, we did not ask him what wages he would pay—we said that we wanted the job, and we were denied the job. There was no discussion of wages. There was no discussion of wages at any time when our crews went out to the fields and saw the nationals doing our jobs. We simply asked for the jobs. We did not discuss wages, but were denied the jobs as such, and told to go through the machinery.

Mr. HAGEN. If he had granted you the job, that is, the employer, he would have had to pay that Mexican for the 4 weeks' period; is that correct?

Mrs. WIDMAN. I assume so.

Mr. HAGEN. He could have moved to another field?

Mr. STEVENS. The association handles all of them. We pointed out in here that the association actually does the contracting. He is referred to another field then. Or, as we point to in one instance, that is what would happen.

Mr. HAGEN. You have variously indicated your objection to this association method. Actually, though, the association undertakes to guarantee these Mexicans those fringe benefits et cetera, which I know myself that labor insists on, not for the benefit of the Mexicans, but as a protection for our domestic workers. You might have a lot more abuse, do you not believe, if this were done on an individual farmer contract?

Mrs. WIDMAN. You have put your finger on it. The contract national is in a position that he is guaranteed hours of work where the resident worker is not guaranteed anything.

Mr. HAGEN. Of course, that step has always been insisted upon by labor that they be given that.

Mrs. WIDMAN. That is correct.

Mr. HAGEN. So that they will not depress.

Mrs. WIDMAN. Our interpretation of the law was not only that the contract national would have a guaranty, but also the domestics. But what has happened is that the contract nationals have a guaranty, and we are glad that they do. But we do not.

Mr. STEVENS. They have a lot of other things. They have a right to organize which we do not have.

Mrs. WIDMAN. And to hold elections.

Mr. STEVENS. Which we do not have. They can set up a union.

Mr. HAGEN. I am trying to clarify my thinking on this thing. That is, about what you are saying, that is, they have the right to do these things, with something of a government umbrella over them, although you can do it, but you do not have any legal protection in doing it.

Mr. STEVENS. That is true.

Mrs. WIDMAN. We are not guaranteed transportation, housing, et cetera.

Mr. STEVENS. Or any thing else.

Mr. RHODES. Do you mean transportation to and from the fields or transportation from Arkansas out to California?

Mrs. WIDMAN. Transportation to and from the fields.

Mr. STEVENS. From one field to another. All of those things.

Mr. RHODES. The domestic worker depends on his own resources to get to work?

Mr. STEVENS. Sometimes—in the majority of cases.

Mr. RHODES. You mean over 50 percent?

Mrs. WIDMAN. Yes, sir.

Mr. STEVENS. We have a check here that was not picked up, because it cost so much money for him to buy the gasoline to pick up the check for the few hours that he worked that he just did not go after it.

He left the check set. It was costing too much money to pick up his check.

Mrs. WIDMAN. Sometimes when he gets an assignment to that field again he will pick up his money that he earned on February 28.

Mr. GATHINGS. Are you through?

Mr. STEVENS. Yes.

Mr. GATHINGS. Would you give us your statement?

Mrs. WIDMAN. I am a field representative for the International Union of Packing House Workers, CIO.

I am working among the shed field workers on the west coast.



It seems to me in the hearing at least a part of the hearings that I have been in on——

Mr. HOEVEN. Before you proceed, may I inquire as to your particular duties. Are you an organizer, or are you a supervisor, or in just what capacity do you serve?

Mrs. WIDMAN. I am a field representative. That job is organizing and handling the business and affairs of the union programs and otherwise.

As I was saying, I have never been here before. I am glad to be here. I like to see democracy in action.

I come from a group of people who want to see democracy in action.

I assume that you here, I am sure, do want to know exactly what is happening to resident workers, because of your responsibility and love for the people in this country who are the residents of this country. And in order that you can look at what we have said and other isolated things that people have discussed here, it is very necessary that you understand the industry and the makeup of the people who are involved in this industry in terms of numbers, money, interests, et cetera.

I cannot supply all of that, but enough so that you will be able within that framework to look at it clearly and unprejudiced.

The main reason why I bring it in is because the majority of the people in this country, industrial workers and attorneys and people such as you, and people such as myself, who work in the meat industry and the meatpacking plants, are not aware of the fact that the fresh fruits and vegetables that we buy at the market in cans and so forth—we are not aware of the millions of people who are responsible for the planting, the cultivating, and the harvesting of those crops which result in several million people who do not show up in the unemployment compensation records.

We are unaware of the standards that they live in and the conditions that they live under which also result in our not being acquainted with the employer group interests that these people combat.

I want to say this: Farm workers or agriculture workers do not move to another area because they want to follow the sun. They move in orbits, organized orbits, because of their skill and experience in planting, tilling, harvesting.

I want to point this out to show the orbit.

The workers who have worked historically in lettuce, melons, carrots, cabbage, onions, and broccoli in the Imperial Valley, a large percentage of them work up there December to June.

Then they migrate, the lettuce orbit part of that, migrate to Salinas and go into lettuce there. They are there April to November, and then come back down to the valley.

Some of these seasons are overlapping, but I, Rosalie Widman, if I were to come back to the Imperial Valley 10 years from now, I would find the same majority of workers there that I find now.

Due to the frustration of the application of this law it is changing and frustrating these people so that they are grabbing out and moving into new orbits which is causing a lot of unnecessary hardship and poverty on the part of these people.

Normally, they are organized people who move with the crops and are responsible for your having these nice plastic bags filled with fresh fruits and vegetables.

The use of the contract national programs during the war I can understand. I will agree that it was necessary. But because it has become a handle for displacing and cutting wages of workers who have historically worked in that industry, plus the change in the industry itself, is the point.

Mose of the harvesting is done by them. In lettuce it used to be cut. They plant, till, and cut. It was then put in trucks and carried to the packing shed and the workers trimmed it and packed it and loaded it, heisted it, et cetera.

With the change in the industry, with lettuce machines and the invention or the development of these vacuum cool process, that entire operation was moved into the field and was moved from the shed. And given the same rate. It was given 87 cents—87½ cents.

Later on I will explain how that happened.

Anyway, these people are regular employees of the industry.

The purpose of the law was not to displace people who were working in the industry, nor to cut the wages that they historically had gotten, but actually it has happened through the use of the contract national program, that is, the misuse of the program, the domestic workers have become a supplementary labor force to the contract nationals.

Whatever work is left over, after the contract national is given his hourly guaranty, et cetera, the domestic worker then gets it.

After the contract national goes through and processes the first cutting in lettuce, goes through the best picking in cotton, then the domestic workers go in and pick up the crumbs and you can have the hours of work left over. This is not my opinion, this is what is happening in this industry and has happened.

Some agricultural workers, if not totally employed, are in a partially employed status.

There are two points that I want to discuss and develop as to how it comes about.

In displacing or making resident workers become partially employed, I mean. The whole machinery of how a resident worker gets a job in the field is a party to it.

If I want to work in carrots, or I want to work in the field, I must go to the farm placement office. I live in El Centro. I have to get a referral card, walk three blocks down the street, and go to the association.

I am told what the location of the field is that I am to work in. I must have a car in order to transport myself to the field.

By the time I get there, because the employment office does not open until between 8 and 8:30—and it is not open on Saturday—it is 10 o'clock by the time I get to the field. Carrots are probably running. They can run any numbers of hours, but I am penalized any hours of work prior to 10 o'clock because they do not wait until 10 o'clock to start.

I work the rest of the day along with the contract nationals. Then I am laid off.

Then I have to go back down to the farm placement office, get another referral card, and get another assignment, and get in my car and go to the other field.

That happens time and time again.

This machinery, making me go through this machinery, penalizing me so many hours work a day every time I have to get a referral card.

The contract nationals do not have to do that. The association, the farmers, the big farmers and the many small farmers, the employer group that employs and is supposed to employ me first, but who employ contract nationals—the association dispenses the contract national crews. He goes out to the field at 6 o'clock in the morning.

I have to go through the machinery. I get out there at 10 o'clock. That is one way the machinery works.

MR. HOPE. May I ask a question right here?

What you said indicates that this is very unsatisfactory to the employee. Is it not equally unsatisfactory to the employer to have this situation?

In other words, I get the inference from what you say that it is something that is promoted by the employers, but it seems to me that it is to their disadvantage as much as it is to the employees' disadvantage to have that situation.

MRS. WIDMAN. It is not.

MR. HOPE. Will you explain that?

MRS. WIDMAN. If you consider the rate that the contract nationals are getting, it is not.

I used to work in carrots. Not I, but the carrot workers, whose testimony I have which I am willing to give you a copy of in each of these cases.

In 1952 I got 27 cents for a sack of carrots weighing 40 to 50 pounds. I was a resident worker.

As an increased number of nationals came into carrots, and they came in because of the labor shortage during the war but were kept and have been used as a depressing effect upon my wages, in 1955 I get 13 to 15 cents for a sack—the same kind of sack, that weighs 60 to 80 pounds. My tonnage has been increased. My wages have been cut, plus I am having to split what work there is available. There is not enough for as many residents and as many contract nationals.

So that even the potential number of sacks that I can get are cut down. The wages have been cut in carrots and in other commodities, because the contract nationals are always available to do that job at a certain rate.

I have no voice in saying, "Look, I got 27 cents in 1952. I only get 17 cents this year."

If I do not take it, the contract national will take it. The field foreman advised me of such, that if I do not like it, that is it. You can leave, there are plenty of braveros who will take it.

MR. HOPE. Is it your contention that this whole method of referral and the whole method of work that is done and the efforts that the native worker has to make is a deliberate effort on the part of the employers to discourage the native workers and to prevent them from coming to work?

MRS. WIDMAN. It was not the intention of the men who represent us, who wrote the law, but the way it is working and the way they, the associations, are causing it to work, that is what happens.

It is a conspiracy against me if I want to go up in the world.

MR. HOPE. When you are referring to the association I presume you are speaking of the employers' association?



Mrs. WIDMAN. Who employ the contract nationals.

Mr. HOPE. Your contention is that they are deliberately making it as hard as they can for the native Americans to work in order to discourage them and to bring down the competition and thereby bring down wages?

Mrs. WIDMAN. That is correct. And to point this up even more so, there is nothing in this law that tells the association that I have got to go through here, yet they will not hire me, there is nothing in this law that tells a resident worker, when they have notified me of any law that I have to have a referral card in order to get the job in the field. This is put up as machinery for those who do not know how to get a job. I live there. He will not hire me unless I go through this machinery and get a referral card and go to the farm placement office and the association and then assigned out.

It is deliberately used.

Mr. HOPE. You are ascribing an evil motive to it?

Mrs. WIDMAN. Yes, I am.

Mr. HOPE. I can see that without any desire on the part of anybody to discriminate against the native employee that it might be much more businesslike to handle it that way, the way that it is handled. I can see that that might be a reason for it. I am not saying that it is; I do not know.

Mrs. WIDMAN. Regardless of what the reason is, domestics are suffering from it. And if the association is honest in wanting to protect and to assume their responsibility to me and other domestics first, then they are very much aware of this and should be interested in working out some kind of machinery whereby I am not penalized, regardless of the motives.

Mr. HOPE. But you are saying that is their motive?

Mrs. WIDMAN. In my opinion it is.

Mr. HOPE. To eliminate the native worker—that is your contention?

Mrs. WIDMAN. In my opinion it is. I have the right to that opinion. In their opinion I am sure that they say they do not have it.

Mr. HOPE. I want to get your opinion. I am not raising any question about it, but I want to see what you think about it because you are on the ground and should know something about it. Let me ask you this further question.

Are these people that you are talking about; these native workers, working as stoop labor in the fields, because they cannot get other employment or because they are particularly desirous of securing this kind of employment?

In other words, do they love this kind of work or are they people who cannot get work anywhere else?

Mrs. WIDMAN. They are people who have average intelligence and have the same hopes and aspirations as any other men and women in this country. They are attached to that industry because of their environment under which they live, created a situation whereby they became skilled in that particular industry. Nobody forced them into it. There are forces now which not only make it impossible for us to leave, but there are people moving from the cities who are laid off, who are moving out to a very great extent to aggravate this situation.

There is no hope for a carrot worker to go and get a job in an industrial plant. They have layoffs there. So we are having them come to join the partially employed group. Many people have left the industry, but there are always millions in this country of people who have followed fruits and vegetables. If they had all left it we would all starve to death.

Mr. HOPE. The thing that has always struck me about it and disturbed me, you might say, is that from all of the accounts that we get it indicates that those people are not being very well taken care of in that environment.

You talk about families with small children moving around and with no housing and poor transportation facilities, no schools for the children.

What I want to find out, are those people doing that because they cannot get any other work or because they like that kind of a life, or just what is the reason?

It seems to me, looking at it from almost any standpoint, it is perhaps the least desirable type of work to be found in this country. That has been one reason that I have felt—and I do not say I have reached any conclusion on this—but I have felt that if there was any way that these people could find other employment—I do not care what it is—that they would be better off than they would be following this kind of work, under the conditions in which they have to work. I have thought, much as I would dislike to see American workers displaced from anything they want to do or like to, that perhaps one solution of this whole situation might be to use these Mexican workers, who are single people and who come in and can fill the jobs and are willing to do it and to go back home when the jobs are done.

I can remember when I was a boy that I worked in the cotton fields in Oklahoma, I worked on the farms on Saturdays and in the summertime.

Most of the other boys in our community did the same thing. Now boys similarly situated work in the drugstores or they follow some other work in the city. They will not go out and do stoop labor.

We always had local people then who would go out and do it. You do not find local people who will do that sort of work now. So you have to have migrant labor of some kind in a great many of these situations. It is undesirable, no matter what kind of conditions you have.

I would not want anyone that I had any interest in or was fond of to do that kind of work under the conditions that I am told exist if they could get anything else to do.

Do I make myself clear?

Mrs. WIDMAN. I would like to make two comments. I make them honestly. If you could tell us what the 350,000 of us in the State of California who do this work—what we could do and where we could go and get jobs, that is No. 1. That is just in California.

But No. 2, if you could move us out into some industry that were desirable, you would only be perpetuating a system that exploits us now—it exploits the people in the industry—the hardest, roughest industry, and you would be bringing in people of Mexican origin, or other countries, perhaps, that are seeking jobs because of their poverty—you would simply be bringing them in and using their misery in order to answer the problem, which is a negative approach.

Mr. HOPE. You say that we would be using their misery. Are they not better off and their families better off when they have these jobs than they would be otherwise?

In other words, are they not working under better conditions, and are not their earnings much greater than they could make in their own country, so that they are actually better off?

I am not saying that is any reason for bringing them in, you understand.

Mrs. WIDMAN. That would be the thing that would be debatable.

Mr. HOPE. But on that point it seems to me that when we see them coming in here as wetbacks and working for less wages than they are able to get under this program that those who do come in and work under the program must be infinitely better off than they are in Mexico. There is nothing compelling them to come here. They come of their own free will and because they think they are bettering their condition, I assume. Maybe they are not. I assume that is the case.

Mrs. WIDMAN. Let us assume or say, and if you can do this, or if any State wants to absorb the unemployed agricultural workers that we have, we would like to know where they are and we will send them, because particularly if the wages are more than 60 or 70 cents an hour. If you could absorb them. That is No. 1.

If you did do it that way, and you brought in these people who are miserable, and instead of having one bean, they would have two beans to eat, that in my opinion would be inhuman to do.

No. 1, that is not the answer.

It would seem to me that if you want to explore that kind of a solution that the thing that we would do would be to examine the responsibility of raising the farmers in that area, of the industry, in their ability to pay more before we made such a decision. Examine the profits of the growers in lettuce at \$2.75 a hot market and it costs them 93 cents a crate to process and sell.

We would examine the profits and see if the industry can bear any increase in wages, because it is possible to do what you suggest as No. 1.

But No. 2, because if we did it that would be taking a very negative approach.

Examine the economy of the industry to see if the profits would allow a liberal wage. It would seem to me that would be the American way to approach the problem.

Mr. HOPE. I am sure you know, because you are right there in the field and you know about it, you know that the producer of fresh vegetables is in just as precarious a situation as the field worker that you are talking about.

One year he is rich and the next year he is poor. He depends on the market and on conditions, which only the weather and nature itself can determine. That is not so true of a crop like cotton or something



of that sort. Your fresh fruits and vegetables are certainly very precarious agricultural products.

I would like to continue this discussion, but I do not want to take any more time. I have to leave for another engagement.

I do want to make myself clear here. I do not want anything that I have said to be construed in reflecting in any way on the people who do follow this occupation, whether they do it because they cannot get other employment or whether they do it because they like that kind of work. It seems to me that under the conditions in which they have to work that if they could get other employment, I would think they ought to do it, but you say they cannot get other employment.

Mrs. WIDMAN. Can you create a situation where you can absorb 350,000 people who now work in California in agriculture? Can you say we can put those people to work?

If so, believe me, they would much rather be working for \$1.25 an hour or some such wage.

Mr. HOPE. That is an answer to the first question I asked a while ago, whether these people work in the fields because they could not get work elsewhere or because they like that type of employment.

Mrs. WIDMAN. Actually, it is a combination of both.

The workers get into the line of work because of the environment. That comes out of the locality where their parents worked. They learn to love the industry. They learn to become skilled. There are some highly skilled jobs in it, in knowing what is a good head of lettuce, for example, there is a degree of pride that can be had in it.

So there is not a hate for the industry. They do not hate it. We would assume they would because of the wind and the elements out there. But they do not hate it. I do not think that is the overwhelming thing that would make them move out.

They would love the industry a lot more if they could live like human beings and pursue the work that they understand and know, and still make a living wage. Of course they would love the industry more if they had better standards of living, and made a better living wage.

Mr. GATHINGS. We will take a 5-minute recess.

(Recess.)

Mr. GATHINGS. The committee will come to order.

Now, Mrs. Widman, we will be glad to hear any further statement you have.

Mrs. WIDMAN. Because of the time, and I know that you are pressed for time, and so are we, because we have to leave, I would like to give the rest of the picture of the domestics are put in a partial employed status. The gimmicks that are used, the practices, or the practical applications of the law, I should like to go through them hurriedly, and then later answer your questions. Would that be all right?

Mr. GATHINGS. Make your general statement on that point, and then we will see if we have any questions.

Mrs. WIDMAN. I just went through the cumbersome machinery that the domestics have to go through. And we got off onto some other things that are relative.

Another condition that makes the domestic workers in a partially employed status and makes them supplementary to the nationals is the whole question of transportation.

You know how the referral cards would be to different fields and different dates.

The contract nationals are taken in trucks or buses to the places of employment.

The resident workers are not. They have to find their own means of transportation. Sometimes during carrots when there is a particularly pressing need for domestic workers to supplement the contract nationals who are working they arrange pickup stations. I could go into a very detailed statement as to how even the pickup station discourages resident workers, but I will not because of the lack of time.

Along that line are the people in this industry that are family groups who have worked historically in the industry. A mother, a father, a daughter, and a son, ranging from 12 to 13 to 15 and on up, who work in the industry, and want to work in the same field. They have one car to a family. The 12-year-old boy has no car. So he goes with the father—they are given referral cards. And when they get to the association they are referred out to five different fields, so that only one person is able to take employment. This creates total unemployment. We have not been able to get them, that is, to get the association to take crew referrals. That is, groups of people who live in the neighborhood and have community cards.

Just recently, a Government employee out of the Government office, Mr. Totter came to us. We had six Spanish-speaking people from Calexico that went to the farm-placement office. We got referral cards. There were 7 instead of 6, pardon me. They were put on six different fields. So we protested. We protested to Mr. Leidick, who is a Government employee in the farm-placement service. He called the association. The association said, "Look, we have performed our duty according to the law. We said they could have a job in the fields." And knowing that they had created a situation which made it impossible for them to take the job.

I called in Mr. Totter, the Government employee, who was in the area, and explained, "I want you to get in on how this thing operates all of the time."

He tried to get the association to let all of those people go to one field. There were many fields in the area within a few blocks of the farm-placement trailer where there were hundreds of nationals in the same field. Yet they would not let the seven domestics go in a car to that particular field.

They said, "As long as we give them an opportunity in a field, we have fulfilled our commitment according to this law."

Mr. Totter said, "At this point there is not anything we can do."

That happens time and again. That discourages the domestics from even trying to get referrals in many instances.

Another practice is that women have worked in this industry in the fields. In the case of the Mexican people, the little girls start in the industry in carrots. Little girls younger than my daughter, who is 12 years old. They know how to top and sack them. But due to the use of the contract nationals, that they get for a lower rate than

even our children labor got, they set up certain things that made it impossible for us to take employment.

I will mention one. They would not let us in lettuce. They would not let us work in lettuce. We had a hearing over this in Salinas in August or September of last year. Mr. Brockley came in and gave out a ruling that women could work in lettuce if contract nationals were used in it. We were able to get them in the Salinas Valley.

When I went to the Imperial Valley, there was the same situation. We went to Mr. Leidick, who is the representative of the farm-placement office, and explained that there had been a ruling, that as long as nationals worked in the industry, women had a right to go in.

It took another hearing on February 7, with the regional director saying again that women had the right to all jobs in any of the crops where they were qualified if contract nationals worked in them.

It was February 8 that we were able to get women into this commodity.

We painted the picture which is overwhelmingly general.

Negroes have been used as cottonpickers. They cut off their rights to go into lettuce. The regional director agreed that this was discriminatory, and that something would be done about it.

We are working at trying to get the Negroes into the fields. We meet all kinds of things that happen. They get in the field all right, and then they are fired. They cannot do the job. They are not qualified.

Contract nationals come here, and they have never seen a head of lettuce, only in a salad bowl. They are brought in and worked and trained on the job, but Negroes cannot be trained. Yet they are resident workers.

Negroes and women suffer particularly in the manipulation and application of this particular program.

These are just some of the things and practices that happen which discourage, which makes partially employed, and which has eliminated us from certain jobs in the industry.

Another phase of this partial employment is this, that we follow orbits in the industry. In the Imperial Valley, those of us that work lettuce will move to Salinas Valley, around April. That is those that harvest that pack will move up there. By that time, when the certification of need is made in Salinas, the grower-shippers, the farm placement man can say, "I have not got these people registered for work, because they are down in the Imperial Valley working," so that the certification of need is accepted for 6,000 contract nationals, and that is in that valley in March. When we come in in April, the contract nationals are already there on the job. And if we get in the field, we are then put in the status of having to share what work is there, too few hours are shared by too many workers. That makes us partially employed.

As a result of this and other things that I have mentioned and those that I have not mentioned, resident workers end up with short hours and partially unemployed and totally unemployed in many instances.

That is the operation that makes domestic workers become a supplementary working force to the contract nationals. It makes us partially employed, even working in the industry.



No. 2 is that the contract nationals have been used to cut wages and to depress wages, and it makes it impossible for us to get a wage increase in an industry where we are the lowest paid employee group in the United States. They make it impossible for us to get a wage increase. The splitting of hours cuts our earnings. The sharing of too few hours among too many people as we agreed before or we discussed before does that, too.

The contract nationals get an hourly guaranty. He gets room and board, free transportation and insurance and medical care—all of those things that we do not get.

In the establishment of the prevailing rates, I want to use one particular crop, because lettuce, if it is properly looked at, will be in the history of the industry a good thing to see what happens and is going to happen in all commodities. There is what is called dominated crops. Dominated crops means that the majority of the labor force in that particular crop is foreign workers, that only 25 percent or less are domestic workers.

I could go into a discussion how that comes about. I will not at this point.

In a dominated crop, which lettuce happens to be, the surveys that are supposed to be made, even according to the law, that is, to be made among resident workers to see what rates they are getting are not made in a dominated crop. So that in lettuce each year the rate is put on what the contract nationals got last year. This is a highly ridiculous situation to begin with because of the change in the lettuce industry.

The trimming and packing operation was in the shed in 1942. It was icepacked. Then came along the invention. There was some dry-pack being done in the field. This dry-packing in the field was done by resident workers. We have proof of that. We still have them in the industry. That was on a piecework rate.

What small amount was done was done by the Filipino crews, highly skilled workers, and the Spanish-speaking crews. Their rate was a piecework rate of  $17\frac{1}{2}$  cents a carton, and up for the first cutting. For the second cutting it was 20 cents, and for the third cutting it was 34 cents. These were the rates they received even then.

As the dry-pack moved more and more to the field because of the use of vacuum cooling, instead of the dry-pack job, as it moved from the shed to the field, moving and being done by the Filipino and Spanish-speaking crews that had been doing whatever was done, it should have meant the expansion of the workers in the dry-pack operation and in lettuce. What happens was the operation was given to contract nationals who had been hoeing and doing stoop labor and such.

The rate was established at  $87\frac{1}{2}$  cents. The rate that the packing people received for lettuce was never considered then the contract national began packing, because if it had been, in one instance, we would not have found that they were dry-packing at  $87\frac{1}{2}$  cents. Their rates historically say that is not true. That can be proven.

The people that have been in the industry for years and are still in it know better. We find this situation, that the few Spanish-speaking people and the Filipino crews who are dry-pack operators and it is a skilled job, and they can do it fast, find themselves constantly being squeezed by the every-increasing part of their job being given

to contract nationals. And they are in no position to fight, to say anything about it, because they are not even asked when the wage is set on their job. Yet they had it first. They were not asked when the rate was set and are not being asked now.

So, definitely, in lettuce that happened.

It is exactly the same operation. There is not even the removal of the roof. The dry-pack workers in the field did not have a roof.

To make it even more pointed, when it was done in the shed and was moved to the contract-nationals group, in the shed the women and men trimmed, and they received \$1.32 for 20 crates per hour. When they moved to the field, the job load was increased to cut and trim and set at 87½ cents. In Yuma, it was cut to 60 cents. In the Imperial Valley, it was cut to 70 cents, with no concern given to the fact that it was exactly the same job, only removing the roof.

Neither the domestic workers who were doing that work, nor the workers who had been doing it with the roof over their heads were considered.

Another way that the wages have been cut is in the use of piecework. It is piecework in agricultural work. That is how it operates, in carrots, and everything else. It operates on that basis.

In lettuce, particularly, historically the definition of "crew" has everything to do with what your earnings will be. The domestic, Filipino, and Spanish-speaking crews received, as I said before earlier, 17½ cents for the first cutting, for a standard 3-man crew. When the rates were established on contract nationals, the lower hourly rates were set plus there was completely eliminated the definition of what is a crew. If a job takes 1 packer with 2 cutters, that is one thing, but to put 5 cutters with 1 packer, and to split the 17½ cents, makes it impossible for any of the workers to earn the rates that they formerly would have earned. Yet with the setting of the prevailing wage they also established a piecework rate. Yet they do not define what is a standard crew.

In lettuce, as in cotton, your earnings depend upon first cutting rights and first picking rights. This can also be proved in lettuce. The domestic crews, the Filipino and Spanish-speaking crews, that are in the Imperial Valley without exception have not gotten any first cutting. They get second and third cuttings which cuts down their ability to make any money, because all that is left is the picked over stuff. In cotton, the contract national goes through, picks the easiest and best cotton. The domestic goes in for \$2.50 a hundred, but the cotton is not there, or it is on the floor or it is bad cotton. The worst cotton is less.

So the changing of the definition of crews and in not allowing residents to have preferential hiring rights, job rights, that is, for first cutting rights and first picking rights in cotton, has cut the wages of the workers that are in the industry.

I hope that you are beginning to get an inkling of what could possibly be happening in this industry. Perhaps you think it is an exaggeration. Perhaps you are critical about it. Even if you are quizzical about it or even if you would give credence to one-half of what I say might be the truth, it warrants your sending in people to look at the situation or to ask for more evidence before you sign out this law as it is, to hold further hearings in order to find out, to ascertain exactly what is the situation.

Mr. GATHINGS. Are you appearing in opposition to any extension whatever?

Mrs. WIDMAN. That is not what I said. What I said is before you extend the law, clean it out.

Mr. GATHINGS. Do you favor any extension?

Mrs. WIDMAN. I know that I cannot say that there is no necessity for supplementary labor in agriculture. I know by the same token, because of the system, I know that the law is not operating as it was intended to operate.

I also know that there is not adequate proof on anybody's part, mine or the employers or the Government agencies, to ascertain if there is the demand for the numbers of contract nationals that are being used because of the provision in the law, the looseness in the law, the way it is applied, the way it is interpreted. So that before any movement is taken on the bill—I do not know what the machinery is—I think that if you believe any of what I say is correct, it would warrant your examining very closely what is happening to one of the largest employee groups in the country.

Mr. GATHINGS. We have extended this law many, many times in this committee.

Mrs. WIDMAN. When is the law up?

Mr. GATHINGS. We have given more thorough attention and consideration to the extension this time than ever before. We have been here for 4 straight days now listening to this testimony, and we have given you, and everyone, an ample opportunity to give us your views. We are delighted to have had you here.

Are there any further questions?

Mrs. WIDMAN. Could I say something further? The law is up December 31. That is when it would be over if you do not extend it?

Mr. GATHINGS. Yes.

Mrs. WIDMAN. It would seem to me because of the numbers of people employed in the industry and you do not have to move on it right now—there is enough time, so that you could have hearings on it, if they were necessary.

Mr. GATHINGS. We are not trying to breeze this bill through here and pass it hurriedly.

Mrs. WIDMAN. That is good. I assumed that you are not.

Mr. GATHINGS. We have given more painstaking consideration to this question this time than ever before in many, many years.

Mrs. WIDMAN. That is very good. Maybe it should take even more.

Mr. GATHINGS. We are glad that you have come here.

Mr. HOEVEN wants to ask some questions.

Mr. HOEVEN. Then I understand you are not opposed to the extension of the present law?

Mrs. WIDMAN. I am not opposed to the use of contract nationals as a supplementary labor force.

Mr. HOEVEN. Of course, that is what the bill provides for. You are not opposed to extending it?

Mrs. WIDMAN. I am opposed to the law as applied, the results of it.

Mr. HOEVEN. I understand. Please answer my question. Are you opposed to extending the present law?

Mrs. WIDMAN. I am for amending the law.



Mr. HOEVEN. I understand that, but the question that the committee will have to decide is whether the law shall be extended permanently or whether it shall be extended for a shorter period.

It has been suggested by the Secretary of Labor that the law should be extended for 4½ years. What is your position?

Mrs. WIDMAN. My position would be that I would be against the extension of this law if it is going to operate the way it is operating.

Mr. HOEVEN. That is a matter of administration. I want you to tell the subcommittee whether or not you are in favor of extending this law permanently or for a shorter period of time?

Mrs. WIDMAN. I would be for a shorter period of time with changes in it.

Mr. HOEVEN. Rather than a permanent extension?

Mrs. WIDMAN. Rather than permanent, yes. In view of the unemployment in our own country, it would seem to me we have a responsibility to work out ways and means, so that our unemployed people can seek employment in this industry, which eventually could take up if properly worked out so that there would be no necessity for contract nationals, if our unemployed workers were utilized.

Mr. HOEVEN. Many witnesses before this committee in the past have stated that domestic labor in general refuses to do stoop labor.

Mrs. WIDMAN. That is not correct.

Mr. HOEVEN. Such statements are not correct?

Mrs. WIDMAN. No; the men and women who have historically worked in the industry are stoop labor. When you pack lettuce, you are stoop labor.

Mr. HOEVEN. It is your contention that domestic labor is willing to do this stoop labor if it is paid the prevailing wage in the particular locality?

Mrs. WIDMAN. That is correct.

Mr. HOEVEN. Can you tell us the average net income of such an individual?

Mrs. WIDMAN. Actually, I do not have that.

Mr. HOEVEN. Can you give us any idea?

Mr. DRAGON. About \$920 a year for migratory farm workers.

Mr. HOEVEN. That is under the conditions that you related here today, the many handicaps, et cetera?

Mr. DRAGON. I believe it is, sir.

Mrs. WIDMAN. Among the Filipino crews—they represent around 1,000 who come to the Imperial Valley every year—up until February 7, they had earned \$300. Normally, 3 or 4 or 5 years ago by that time they would have earned \$900. These are facts that can be checked with the Filipino workers who have worked in the industry for years and years.

Mr. RHODES. I was interested in your testimony concerning the sacking of carrots where you used to get 27 cents for a 40-pound sack, and now you get 15–17 cents for a 50-pound sack of carrots.

Mrs. WIDMAN. Sometimes up to 80 pounds.

Mr. RHODES. In the Imperial Valley, how is the prevailing wage determined?

Mrs. WIDMAN. On carrots?

Mr. RHODES. Yes.

Mrs. WIDMAN. That is a mystery to us, because we cannot understand how come in 1952 resident workers were getting an increase in

amount of money for less tonnage and how in 1955 we have gone down instead of up.

Mr. RHODES. What I really meant was to ask who determines it.

Mrs. WIDMAN. The association has to determine it. There is no domestic worker who was contacted and asked.

Mr. RHODES. What association is that?

Mrs. WIDMAN. That is the Imperial Valley Farmers Association, along with the farm placement representative.

Mr. RHODES. A few years ago the shed workers had a pretty good job. They used to do pretty well. I know that in my own experience quite a few people I knew actually quit jobs in other places to go into the sheds. That, of course, was before the advent of the dry pack.

Mrs. WIDMAN. That is correct.

Mr. RHODES. How much of this situation in which the domestic worker now finds himself would you attribute to the dry pack, taking out the presence of the Mexican national? The Mexican national was not here, but the dry pack was. Would this situation be considerably different than it is now?

Mrs. WIDMAN. That is a hypothetical question.

Mr. RHODES. Assuming we do not have any Mexican nationals at all. We have the same supply of domestic farm labor as prior to this time, but we now have the dry pack, and not the packing shed. Do you think that the lot of the domestic worker under those conditions would be very much better than it is at the present time?

Mrs. WIDMAN. Yes. As to the domestic worker, let us talk about him in two different groups. The person who works in the field, and in the shed. If when that job was moved to the field, and as those sheds closed, they could have taken their jobs in the field at the same rate of pay, or a comparable rate of pay—they would not have moved into those jobs. It was because of the rates that they did not move into them.

Mr. RHODES. I believe you said that the shed workers would rather be in the field. It was my impression that it has been otherwise, that the average shed worker really would not want to be caught dead in the field. Have I been wrong all these years?

Mrs. WIDMAN. I might say in all honesty, and I want to be honest, in the beginning they would not, because it was hot, plus the fact that the rate has been cut in half, but at this time, at this point, there are so many shed workers out of work that they are willing to take these jobs.

Now, I have many cases here where workers went lettuce picking, they actually went to work and worked 2 days and then were pulled off and we filed the proper complaint and an investigation was supposed to be made. That was last November and we have heard nothing.

Mr. GATHINGS. You testified that there were a great many of these Spanish people who were engaged in that kind of work.

Mrs. WIDMAN. That is correct.

Mr. GATHINGS. What percentage of the people worked in lettuce and carrots—what percentage are Spanish-speaking people?

Mrs. WIDMAN. I would say 90 percent of the people were working in the fields and performing cheap labor and who have historically performed cheap labor was 90 percent Spanish.

Mr. GATHINGS. And what about your citizenship?

Mrs. WIDMAN. They are citizens of the United States. They are of Mexican origin, their heritage, their mothers and fathers came from Mexico.

Mr. GATHINGS. Thank you. Mr. Hagen.

Mr. HAGEN. Along the same line, what percentage of the total force of agricultural labor in California is either Mexican, Negro, or Filipino?

Mrs. WIDMAN. What were the percentages in the industry?

Mr. HAGEN. What percentage would be white, maybe I should ask that question.

Mrs. WIDMAN. In the field or putting the fields and sheds together?

Mr. HAGEN. In the fields.

Mrs. WIDMAN. In the fields the Caucasians would be in the minority and the Negroes would be in the minority, and the Spanish speaking or Mexican—I mean, Mexicans and Filipinos would be the majority group. The Anglos and white would be the minority.

Mr. HAGEN. Well, what fooled me is that when you referred to the difficulty about the domestic workers, that they are seeking the jobs these days, and inasmuch as he would get the same pay if he were hired as the nationals, why do these things occur, why do we have these roadblocks all around—is it a long- or short-range program?

Mrs. WIDMAN. Well, because the contract offers a huge source of labor pool of people that can be easily maneuvered and people who are in no position to demand higher wages and in no position to resist mistreatment, because if they do resist it they are told that they will be deported, that they are coming over under the program and will be deported if they insist, they offer a docile group of employees that are easily maneuverable.

Mr. HAGEN. Do you think that is a regular plan or campaign?

Mrs. WIDMAN. Well, I do not believe that when the law was written there was the intent. Perhaps the associations did not see into the future, where that would come about, but it has come about because the contractors, after the unions have come into the industry, have many, many complaints that they, themselves, are being hooked in terms of money, in terms of proper medical care, in terms of housing and in terms of what should be fed to human beings.

Now, they are not taking the position that the enemy is the contract national, the contract national is being used to depress another group of workers, and they know that, as they get into the country, they recognize it, and when they resist there is the threat that they might be deported or they are told they will be deported and then they shut up.

Mr. HAGEN. What in California, for example, would happen to this labor force, meaning now the refugees from the Southwest and so forth?

Mrs. WIDMAN. They are the people who are in the industry now. That is us.

Mr. HAGEN. Well, what would happen to those people if there is a labor shortage, are they working still—if those people left, or what would happen?

Mrs. WIDMAN. The people referred to, who come from Oklahoma, Kansas, Missouri, Texas, they are still there and still in the industry and those that went into the sheds are totally unemployed and I don't know what happened to them, or they are partially unemployed, in the



partially unemployed status, and those are the people, along with the Spanish and the Filipino workers, those are the ones that I am talking about being partially unemployed or being used to supplement contract nationals as a labor force.

Mr. HAGEN. Is it your contention that there are enough of those people in agricultural activities and labor demand, there are enough of those people together with the Filipinos and Mexicans to perform a complete job in California agriculture?

Mrs. WIDMAN. I would be ignorant to tell you that I know for sure, because not only do I not know, but I think that neither does anybody else know because we have not tried it.

I could not say I am sure there are enough regular workers in the industry now who are in partial or full unemployed status to take care of whatever contract nationals—but I am sure that if the proper rates were paid, that they would, if they were given at least a standard of living and full employment, that there would be even more people who are unemployed in other industries who would be only too happy to come in and eventually, as that correct mixture in that industry was set up so as to make it inviting for citizens of this country to go into that industry, they would.

Mr. GATHINGS. Thank you very much, Mrs. Widman.

The next witness is Hon. John Phillips of California.

Mr. RHODES. Before he testifies, may I include in the record at this point a letter from Mr. William Larson of the Vegetable Growers Association, Phoenix, Ariz.

Mr. GATHINGS. Without objection, it may be done.

(The letter referred to follows:)

VEGETABLE GROWERS ASSOCIATION,  
Phoenix, Ariz., March 10, 1955.

Hon. JOHN J. RHODES,  
Arizona Member of Congress,  
House Office Building, Washington, D. C.

DEAR JOHN: Thank you very much for your telegram of the 9th instant concerning public hearings to be held in Washington March 16 and 17 regarding Mexican national farm labor bill H. R. 3822.

Like many agricultural areas throughout the United States, farmers here in Arizona must depend on supplemental foreign labor when domestic workers are not available. This situation is fully recognized by the United States Department of Labor and the Arizona State Employment Service; and as a result the recruitment of Mexican national labor during certain periods each year is approved and certified pursuant to the regular established procedure under Public Law 78, by the above agencies.

As a matter of information I would like to state that members of our association do not employ wets (illegal Mexican workers) and depend entirely on the employment service to furnish either domestic or legal foreign workers. Naturally we are interested for many reasons to employ all available domestic farm labor, and it is only after that supply is exhausted that we apply to the Arizona Employment Service and the United States Department of Labor for certification to recruit Mexican nationals.

The existence and progress of the agricultural industry here, like in other sections of the country, depend on having sufficient labor to plant crops, do the weeding and thinning (stoop labor) and finally getting these highly perishable products harvested and shipped. Our experience over many years has proved that there are not enough domestics to get the job done; and therefore the use of foreign labor is imperative. Based on such experience throughout the country, the United States Government in 1942 established a treaty with Mexico and other foreign nations to supply supplemental labor in this country; hence Public Law 78.

In view of the fact that there is continuous need for foreign labor during certain seasons of the year, it certainly answers no useful purpose to maintain a

termination date on Public Law 78. It is a waste of time and effort as well as considerable expense. The law in itself stipulates when the United States Department of Labor and the individual State employment services can certify the need for foreign workers and when sufficient domestic workers are available, certifications just aren't issued. With such procedure and operation, there is no necessity of having a termination date on the law regulating this program.

At a meeting of representatives of agricultural associations throughout the United States who are users of supplemental Mexican national workers on February 8, 1955, at Washington, D. C., it was unanimously recommended that the termination date be stricken from Public Law 78.

On behalf of all the members of our association, I want to thank you very much for your interest in this problem.

Sincerely yours,

WM. LARSON.

### STATEMENT OF HON. JOHN PHILLIPS, REPRESENTATIVE IN CONGRESS FROM THE 29TH DISTRICT OF CALIFORNIA

Mr. PHILLIPS of California. Mr. Chairman, we Members of Congress who are going to appear in connection with this are here in Washington, whereas you have people in the room who have come from quite considerable distances in order to testify.

I know that Mr. Hayes is here from California, who can answer factually and not from hearsay, many of the accusations made today and his testimony will not always conform with that testimony——

Mr. GATHINGS. Is Mr. Hayes in the room?

Mr. HAYES. Yes, sir.

Mr. GATHINGS. Off the record.

(Discussion off the record.)

### STATEMENT OF HON. A. S. HERLONG, JR., A REPRESENTATIVE IN CONGRESS FROM THE FIFTH CONGRESSIONAL DISTRICT OF THE STATE OF FLORIDA

Mr. HERLONG. Mr. Chairman, I appreciate this opportunity to appear before your fine committee of which I was formerly a member. First I would like to add my endorsement to that of the others I know you have already received to H. R. 3822. This program has worked fine and has been a lifesaver for many of our farmers in areas where a shortage of domestic agricultural labor exists.

I should like to address myself, however, particularly to an amendment which I understand has been suggested by the Department of Labor. The Secretary proposes an amendment to the bill which would require him to certify "that every reasonable effort had been made to fill the jobs with domestic workers not only by offering them wages and hours of work comparable to those offered foreign workers, but also of offering them transportation, housing, and insurance benefits comparable to those provided foreign workers under the program."

All of us want to see domestic workers employed wherever possible and certainly they are and have been offered wages and hours of work comparable to those offered foreign workers. I feel, however, it is highly impractical to offer to pay the transportation for domestic workers. Even though a domestic worker enters into a contract to work for a particular farmer and the farmer pays his transportation, for example from Connecticut to Arkansas, there is no way for the farmer to enforce the contract if the worker decided he wants to vio-

late the contract and leave. It is easy to foresee the possibility of the farmers paying for weekend excursions to the South and West during the winter months. This could result in a tremendous financial loss to the already distressed farmer. On the other hand, if the worker is not an American citizen, but enters this country under a contract, he could not remain in the United States except for the purpose of carrying out his contract.

As the committee knows, I live in Florida. We do not employ any of these Mexican nationals. We do have a program, however, of bringing in British nationals from the Bahamas and West Indies, where the Secretary of Labor has certified there is not sufficient local labor. The program has worked fine and is mutually beneficial.

A farmer can afford to pay the transportation for a man if he knows he will have his services for the duration of the contract. He could not afford to pay transportation if the worker is from the North and just wants to spend the winter in Florida. While this bill has no effect on our Florida program, if this amendment were adopted in the bill it would be a precedent for the Secretary to invoke the same ruling in connection with our contracts with the British nationals.

I feel confident the committee understands this problem thoroughly and I urge you to reject such an amendment as the Secretary has suggested.

Mr. GATHINGS. Thank you very much.

Any questions?

(No response.)

Mr. GATHINGS. We appreciate your statement, thank you.

The next witness is Congressman Fernandez, of New Mexico.

#### STATEMENT OF HON. ANTONIO M. FERNANDEZ, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF NEW MEXICO

Mr. FERNANDEZ. Mr. Chairman and members of the committee, I sincerely appreciate the opportunity of making a statement before your committee in support of the extension of Public Law 78. I present to the committee for the record a telegram from Mr. J. L. Augustine, Jr., executive secretary of the State Farm and Livestock Bureau, another telegram from the Luna County Farm and Livestock Bureau in my State, and a third telegram from Mr. Russell Smith, chairman of the labor committee, Chaves County Farm Bureau, all of which strongly urge extension of Public Law 78, in line with the testimony of Mr. W. P. Thorpe, one of the Directors of the New Mexico Farm and Livestock Bureau, who appeared before your committee. His statement covers the needs of my State and the views of the agricultural people in the State. There is no need, therefore, for me to add anything further in that respect.

I would like to discuss, however, my own views about this labor program. I have always considered Public Law 78 to have a triple purpose, and that all three should always be kept in mind when dealing with this legislation.

(1) The first and main purpose, of course, is to fill the seasonal agricultural labor need, which because of the character and seasonal nature thereof it is impossible to fill through domestic labor sources only. From the testimony already presented I am sure the committee will



find that that need still exists, and will continue to exist for some time to come.

(2) The second purpose of the act as I have always understood it is to prevent the exploitation of Mexican laborers, and through them our own domestic laborers. Testimony has been presented that this objective is not being achieved, and the committee should give serious consideration to the need for a tighter control and better determination of the prevailing wage.

(3) The third objective, and in my humble opinion a most important objective, was to provide legal workers in such manner that they can be supervised and controlled to insure their return to Mexico.

Everyone knows that the wetback problem is one which brings in its wake many, many other evils, and that it is hard to combat. As Dr. Galarza forcefully stated to this committee, if controlled legal importation for this type of labor is not provided, the Mexican laborers, because of the need among those poor people, which he described as "hitting you in the face, and hitting you in the eye," will break through regardless of consequences.

The Immigration Service is now, at long last, provided with the necessary funds to carry on their end of the job in the efforts to reduce the wetback problem, and it has been doing an excellent job. The two agencies working together can eventually save the State and Federal Governments many millions of dollars if this problem is controlled and is kept under control in the years to come. In my opinion this program is under the circumstances a necessary complement to the immigration law enforcement program.

On the other hand it has been testified before your committee that "many (contract laborers) who were supposed to return to their homes when the contract season was over have actually remained to swell the number of wetbacks who have already spread through the length and breadth of the country." Information given to us in the Appropriations Committee on this subject indicates that only an infinitesimally small percentage of the legal workers admitted under this program fail to be returned to Mexico through the employers themselves, and yet the declaration by the witnesses from whom I have quoted is a strong declaration.

Other strong declarations have been made. One witness said that "the virtual breakdown of enforcement because of inadequate staff during the past year is a national disgrace." From the information that this committee has received, I am sure the committee will find that the facts do not indicate any such thing. This committee has kept close watch on this program, has extended it from time to time, and any such declarations that the program is a national disgrace is in my opinion wholly unfounded.

If other declarations made by the witnesses representing labor organizations cannot be taken at full value by us, they have only themselves to blame when accusations and charges are made without substantiation in fact, such as the statement above quoted, and others to the effect that there is "no sincerity in the program." This is a pretty strong indictment against this committee and the Congress itself, which enacted this law and has extended it from time to time.

Nevertheless, I joint with the recommendation of Dr. Galarza that this committee make an on-the-field investigation of the entire pro-

gram, if the information submitted to the committee by all of the witnesses taken as a whole does not fully satisfy the committee. Every improvement which can be made in the program is desirable.

Notwithstanding the strong declarations respecting the administration of the program, it is to be noted that the labor representatives who spoke before the committee, at least those I heard in the limited time I could spend before the committee, did not recommend abandonment of the Mexican labor program. They did strongly urge that the committee not make the program permanent.

If the committee does recommend extension of the program for a limited time, it should recommend its termination to coincide with the fiscal year. In the past it has been extended to end at the end of a calendar year. As a member of the Subcommittee on Appropriations which handles the appropriations for this program, I am familiar with the difficulties of providing for appropriations on that basis for the last year. Having no authority to appropriate funds for the second half of the fiscal year, the second half must be taken care of upon extension of the act by a supplemental bill. If the bill extending the program is enacted late in the session, such a supplemental bill may not reach the Congress until months after the beginning of the second half of the fiscal year. It happened so once before, and the administrators of this law found themselves without funds to carry on during the months of January and February.

I wish to call attention to only one other recommendation submitted to this committee, and that is that the same provisions as to housing, transportation, et cetera, be extended on a like basis to all domestic migratory workers.

If such a recommendation is meritorious, and I am not in position to say whether it is or not, it should be addressed to the proper committee and not to this committee. If in dealing with this agricultural subject of very limited scope, over which this committee certainly has jurisdiction, it should undertake to broaden the scope to cover agricultural labor in general, it seems to me that this committee would be trespassing on the jurisdiction of the Labor Committee.

Some of the witnesses have also pointed out reasons why such a recommendation should not be adopted, and have pointed out why these provisions as to transportation, housing, and so forth, are here necessary but would not be either necessary or advisable as a general rule affecting domestic labor in general.

Mr. GATHINGS. Thank you very much.

Any questions?

(No response.)

(The following telegrams were submitted by Mr. Fernandez:)

LAS CRUCES, N. MEX., *March 14, 1955.*

HON. A. M. FERNANDEZ,

*United States Congress, Washington, D. C.:*

We earnestly request your assistance in pushing H. R. 382 to indefinitely extend Public Law 78 without amendments. Our agricultural industry would be in bad shape without Mexican national labor as there is no other labor of this type available. Thanks.

J. L. AUGUSTINE, Jr.,  
*Executive Secretary.*

DEMING, N. MEX., *March 15, 1955.*

ANTONIO FERNANDEZ,

*House Office Building, Washington, D. C.:*

We earnestly solicit your support on House bill H. R. 3822, extension of Public Law 78 without amendments. This bill imperative to Luna County agriculture, representing 478 rural families using approximately 2,500 Mexican nationals.

LUNA COUNTY FARM AND LIVESTOCK BUREAU,  
CLYDE O. HULL, *President.*

ROSWELL, N. MEX., *March 15, 1955.*

HON. A. M. FERNANDEZ,

*United States Congressman,*

*House of Representatives, Washington, D. C.:*

We urge to work for the indefinite extension Public Law 78, now in committee as H. R. 3822. Indispensable to agriculture economy this section. Please inform us as to status this bill.

RUSSELL SMITH,

*Chairman, Labor Committee, Chaves County Farm Bureau.*

# STATEMENT OF HON. GEORGE H. MAHON, A REPRESENTATIVE IN CONGRESS FROM THE 19TH CONGRESSIONAL DISTRICT OF THE STATE OF TEXAS

Mr. MAHON. Gentlemen of the committee, I feel that these out-of-town witnesses should be heard by the committee first because those of us who serve in the Congress have an opportunity to discuss these matters with you from time to time.

I think we must be very careful to protect our domestic labor and I think we must make sure that we pay the prevailing wage to the Mexican nationals who come in and I do not think that we ought to bring in the Mexican nationals except when we need them.

Under the circumstances, however, I do not see how we could harvest the cotton crop in Texas without the use of Mexican nationals.

Mr. GATHINGS. Is that the wetbacks?

Mr. MAHON. Scarcely do we use any of the so-called wetbacks or any of the illegal aliens. Our people use the contract Mexican nationals, that is, they use them if they cannot get domestic labor.

They pay these people a good price for the harvesting of the cotton crop. As you know, they make within a range of from \$5 to \$20 a day for the work of pulling cotton. Of course, there have been some difficulties incident to the program. It is a matter of the proper administration of the law.

It is not possible to administer it without some difficulties but I feel that the program ought to be carefully supervised and I feel that it is most necessary that, insofar as my own part of the country is concerned, the program be extended for another year, or for several years, as far as that is concerned.

Mr. HOEVEN. Are you in favor of extending the law indefinitely?

Mr. MAHON. I think if they administer it well, you could extend it indefinitely, yes.

Mr. HOEVEN. But you have so many problems. Do you not think it would be wise for the Congress to review the law from time-to-time and not extend it permanently?

Mr. MAHON. I am perfectly willing to extend it permanently, or if it is thought best to extend it for 2 or 3 years or whatever the com-



mittee might want to do. It certainly ought to be kept under constant review, and we want to make sure that there are not any major abuses of it.

I do not represent a heavily organized labor district but I want to protect the rights of American labor and I do not want to see American, or for that matter, any other labor discriminated against and I do not want to have Mexican national labor used to beat down American labor wages.

Mr. GATHINGS. I do not think anybody wants to do that.

Mr. RHODES. Is it not true that if this bill is administered in the way that the Congress wrote it, there is not any chance for abuse. Actually, when the situation occurs that we have enough domestic labor we will not bring in Mexican labor anyway, under the terms of the law.

Mr. MAHON. I think the gentleman from Arizona is correct, but, of course, whenever the matter of discretion enters into it, there is always an opportunity at least for some abuses.

I do not know of any abuses in my area insofar as bringing in any excessive amount of Mexican nationals under this program, as far as I know—and, as a matter of fact, very often we have too little of them—but never, insofar as I know, has the program been abused in that particular way.

Of course, many of our farmers feel that the provisions are more heavily in favor of the Mexican nationals than the American farmer and the farmer feels that he is in some ways discriminated against in these regulations with which he must comply, but there, again, you have a question of administration in working these things out and in writing the contract.

Mr. GATHINGS. What is the amount, just across the board and just the average, that is paid for pulling cotton? We do not pull any cotton in my particular area and I was just wondering what he was paid for pulling cotton in your area.

Mr. MAHON. Well, most of the cotton, particularly in the past several years, has been irrigated; there has been practically no dry land cotton in the area during the drought. We make about 1,500,000 bales and pay a minimum of \$1.55 per hundred to Mexican nationals and it goes on up to \$2.25 or \$3, depending upon how good the crop is at the particular time.

Now, a good puller, if he got six or seven or eight hundred pounds, which would be quite simple for a good puller of cotton, at \$1.50 or \$2, he makes in the area of \$15 a day, generally speaking, but there are in the early beginning of the season and the early end of the season, where the opportunities are not so good—but they are well paid, there is no doubt about that, exceptionally well paid. Some pullers make more at times than \$20 per day.

Mr. GATHINGS. And does the contract worker get just what the domestic worker gets?

Mr. MAHON. That is the object of the program and it is supposed to be that way, and I think it should be.

Mr. GATHINGS. Any questions?

(No response.)

Mr. GATHINGS. Any further statement?

Mr. MAHON. No; thank you very much. I hope, Mr. Chairman, the act is extended.

Mr. GATHINGS. Thank you very much.

Now, Mr. Hayes and Mr. Larin, will you come up, please.

**STATEMENT OF EDWARD F. HAYES, CHIEF OF FARM PLACEMENT SERVICE, DEPARTMENT OF EMPLOYMENT, STATE OF CALIFORNIA**

Mr. GATHINGS. Will you give us your testimony with respect to your practices and policies. Are you going to testify just with regard to the practices in California or the case in Arizona and California and—

Mr. HAYES. Mr. Chairman, I am concerned only, in my position, with employment—agricultural employment in California only.

I am aware, because Arizona is a neighboring State, of some of their problems and some of their needs, but of the actual operations, I have very little knowledge.

I am speaking for California only. I was instructed by Mr. Burkett, the director of the department of employment, to confine my remarks to the present policy of the department, the operating regulations and the rules under which we operate, many of which are those that are Federal-State rules and regulations because this is a Federal-State program, particularly as it relates to Public Law 78 in the operation of the Mexican program; those are regulations from the Department of Labor.

Mr. GATHINGS. Mr. Hayes, it has been stated here today that there was local labor ready, able, and willing to take the jobs.

Mr. HAYES. That is what I wanted to get to, but I wanted to lay the groundwork first to make my position clear.

In California, historically, at the peak of our employment of labor in September, we are from 20,000 to 25,000 workers short even including the 36,000 to 50,000 Mexican nationals that we have had each year for the past several years.

That is a matter of record.

It is recorded in our weekly report that is sent statewide and through the Western States, asking for labor.

It is true that there are some times during the year, as in other States, when employment is at a low ebb but even at that time of the year we have no unemployment of people we know of who will accept the jobs available, or the jobs that are being filled by Mexican nationals.

We make a complete survey of every job opening including those held by Mexican nationals every week. We circulate that information throughout the San Joaquin Valley where, at this time of the year, most of the unemployed workers are and those people will not accept those jobs, they will not take these short-handle-hoe or stoop-labor jobs, as they are called, our domestic workers do not like those jobs.

Another job that they do not like is citrus picking. Right now we have many hundreds of workers picking citrus in California and those jobs are offered every day to domestic workers, and they will not take them. It is not a poorly paid job and, as a matter of fact, the history of the earnings of those who apply themselves to it, is very good.

So, the testimony and the accusations made against the department of employment, in my opinion, are not exactly true.

As far as the determination of the prevailing wage is concerned, we are confined to certain regulations and laws under which we operate. We are a service agency and we are not biased by the fact

that we are identified with farm placement, we work for the workers as well as for the employer and our interest is to have jobs for the workers and to get the crops in for the employer.

On the prevailing wage side, based on the regulations and the law—you have heard much today on the request for wage hearings. As far as I know, there is no legal machinery today which will provide for the opportunity of wage hearings such as were requested.

Mr. GATHINGS. Let us get at that for just a moment. You covered two points.

I just wondered what procedure you used in California to determine the wage over the whole State where you are going to need some citrus workers, or where you are going to need some people to help in the vegetable harvest. How do you go after that? How do you get the word to these various large segments?

Mr. HAYES. First, we publish a weekly report passing on the need for labor, gathered by our staff in the field, and that is sent to every office in the State and the neighboring States. We also use the radio and we have loudspeakers attached to vehicles in communities.

Mr. GATHINGS. How many vehicles do you have?

Mr. HAYES. We have 34 panel deliveries, and I think nine sedans. The panel deliveries all have loud speakers on them, public address systems.

Mr. GATHINGS. Where do they go?

Mr. HAYES. Down to the communities where the agricultural workers live, to the agricultural communities and in the small towns, in the Mexican settlements, if you please, and such as that.

We advertise the jobs on the radio, and we have been on TV with jobs.

Mr. GATHINGS. And you do put those vehicles in these areas?

Mr. HAYES. Yes; and the loudspeakers are attached——

Mr. GATHINGS. Do you go and pick them up; do you put them on the trucks——

Mr. HAYES. No; we do not transport them. The State law does not permit transporting them in State vehicles. We call them, and we advise the workers—we advise them to come to our offices for referral, but under the State regulation the individual workers must come to the farm labor office and apply for the job.

The employers, in our judgment, are just as much entitled to qualified workers as an industrial employee, and it is our responsibility to interrogate the workers and screen him and then refer him accordingly.

Mr. GATHINGS. In the Midsouth area; we have these trucks that go into the various parts of the city of Memphis, and pick up a load and take them to the various sections of the Midsouth——

Mr. HAYES. We have the same type of day haul, hauling in California to many of our citizens.

Mr. GATHINGS. What areas do they cover? How far out of Sacramento?

Mr. HAYES. Well, we haul from Sacramento down to as far as Merced. From Los Angeles, up to Wheeler Ridge, and we haul from Oakland as far as the west side of the San Joaquin Valley, which is from 100 to 150 miles away.

Those that they haul will not always be the same workers every day, because of the couple of hours in the morning and the couple of hours



at night in transit, but the contractor, the vehicle operator, will make the trip daily with different groups of workers each day.

They also haul out of Oakland as far as San Jose, and that is 45 miles.

MR. GATHINGS. Will you tell us about the associations and their operation in California?

MR. HAYES. We have several kinds of associations in California. The principal reason for the association is to create full utilization of the work force, and full work opportunities for the men that they contract for from Mexico, and they also, in most instances, are responsible for the recruiting and assistance in placing of domestic workers.

Some associations have camps where they maintain the workers and also feed them. Other associations depend upon their members to do all the housing and feeding of the workers.

Some associations are involved in the marketing processes of the commodity that is being raised by their members and others are purely labor associations. So we have many types in California.

MR. GATHINGS. Do they have any normal preference when it comes to the workers?

MR. HAYES. Well, I would say that in the order of the preference of worker in California, keeping in mind that California was Mexico before it was California, United States, the Filipino worker is the first preference. There are not many Filipino workers in California any more.

The second preference is the Spanish, the Latin American; third, the Caucasian, and Negro. There is very little discrimination that I know of there.

MR. GATHINGS. Is it your practice to comb the area before you would ask that—

MR. HAYES. Not always, no, because our Department has been keeping the records on employment, preparing estimates of need and estimates of availability of labor since 1938.

Our records have proven correct, quite conclusively, that our field people know what they are doing and their estimates are quite accurate. As a consequence, we have a pretty fair idea as to the availability of the domestic workers for a commodity, a crop.

MR. GATHINGS. I believe that there are some 50,000 in California that they have to bring in on contract from Mexico?

MR. HAYES. That is correct.

MR. GATHINGS. And of that 50,000—that is when?

MR. HAYES. That would be September, October, the peak only; but even the employers know there would be a shortage during that time, and they do not ask for Mexicans to fill them, because they are short jobs, and they depend on labor from the neighbors, by transferring of crews, and so forth.

We had 53,000-plus of Mexican nationals in 1954 in California, an increase of 24 percent over 1953.

The immigration service apprehended 83,000 wet Mexicans from June 17 to the last of August, and we increased our use of contract nationals by 11,000.

Our own records in the department of employment show that normally in July unemployment-insurance payload goes down about 5 percent. It went down nearly 15 percent during this wetback drive,

with a corresponding saving to the unemployment-insurance fund of about \$325,000 a week. Agricultural workers are not covered by unemployment insurance.

Mr. GATHINGS. Do you have any further direct statement?

Mr. HAYES. I was going to give you a little description of how we determine the prevailing wage.

You have heard a good deal about it today. It is done according to formula given to us by the Bureau, which, under the present regulations and the law as to how wages are arrived at in agriculture, is probably the best formula we have, and that is an actual field study and inquiry of workers and employers alike—"How much do you pay?" and "How much are your earnings?"

The documenting of it, and then the publication of that rate, and that is for all crops where Mexicans are employed.

Mr. PHILLIPS. Mr. Hayes, one question—I don't know whether you covered this or not or whether it has been covered, because sometimes I am in this room and sometimes I am not—is it not a fact—there was testimony that the Bureau practically runs to the farmers only as to how much they want to pay, and, of course, that is not so; you testified that is not so—but is it not also a fact that if there was any problem in one area, some productive area that created quite a problem in your mind as to wage, then you go over into the adjoining areas and find out what the wage was, not only in one little community—and I could give you an example, that in my own district you have gone into the adjoining areas.

Mr. HAYES. We are doing that right now.

Mr. PHILLIPS. An attempt was made to actually determine what is the normal prevailing wage for that kind of work in the whole area; and as a matter of fact wages have risen, have they not, over the years?

Mr. HAYES. During the 7 years that I have been in the program, the wages in Imperial Valley have risen 20 cents an hour and in Monterey County they have been raised from 65 to 87½ cents an hour, and in Los Angeles from, I think, 65 to 80 cents an hour, and correspondingly, as you go north in the State, wages have gone up.

Mr. PHILLIPS. Mr. Chairman, if you will indulge me, I would like to ask one or two more questions.

Mr. GATHINGS. Yes.

Mr. PHILLIPS. The witness before Mr. Hayes made a point of the fact that at one time 27 cents was being paid for a 40-pound field box, I imagine, and 16 cents now for 60 pounds.

I am under the impression that probably that refers to the days when this was when they were bundled. In the other instance they were loose in a carton, so actually those figures are not really and actually comparable figures. I am not challenging the figures, but suggesting they might not be comparable figures at all. I think that should be brought out, Mr. Chairman, that in this industry, as in everything else, there are constant changes in the method, and that while before, a few years back, the trained and experienced packer working in the packing shed, packed it with great skill into the contents of a small box, today there are different packing procedures in the industry, that is, the industry which takes it after it leaves the field, that these are now being put into a carton for freezing or something like that. In other words, the method has changed.

I think also it ought to be pointed out, Mr. Chairman, which I have not heard pointed out today, that the packinghouse worker is dependent upon the field worker to get the commodity to him to pack, and that this is a very important factor in the process of packing, to get it out of the field and it would be perfectly absurd to believe that the farmer who is dependent upon getting his commodity into the hands of the packer, just as in another industry, was trying in some way to deprive him of wages or anything else.

And in regards to the poor housing, in California we do not like things of that kind, and I recall distinctly the improvements that have been made just in housing of these workers, and they spent more than \$4 million just to supervise improvements in field housing in California, so anybody that says that the workers are mistreated or deprived of some wages, or that they are poorly housed or are put on a poor diet, or have poor medical attention, that is from someone who is not as familiar with it as he should be.

Mr. HAYES. One other item, Mr. Chairman, is the manner of determining the need for Mexican nationals. As I stated, we have been estimating the labor demands and available labor since 1938 in the Department. There was pointed out the increase in the number of Mexican nationals in Monterey County and the associations, but it was not stated in the same breath that different crops have moved into that area, for example, strawberries, which is a heavy labor user and which caused most of the increase in the need for more additional workers.

At the same time we referred about 7,000 Negro workers from the bay area into that general area for strawberries, and even with that we still had to have some Mexicans. It is the crop which makes the need for the worker.

Mr. GATHINGS. And it is a little different with vegetables than it is with cotton.

Mr. HAYES. That is correct, you have to have it when you need it.

Mr. GATHINGS. Mr. Hagen?

Mr. HAGEN. First, I would like to raise a little dissent with the picture of my colleague concerning improvements in housing and so on.

There have been improvements but it has been a long struggle and it has not been very easy.

Mr. PHILLIPS. It has been a very long struggle and I think, generally speaking, some of the migratory problems are a social problem more than a labor problem.

Mr. HAGEN. I concede that.

Mr. PHILLIPS. And unemployment in California is always charged to agriculture, and yet those people in the great central areas of the country might have been garage mechanics or bookkeepers while they were there, but when they came to California, they were agricultural workers out there.

A lot of this is actually a social problem for California, which California has tried to meet with other agencies.

Now, Mr. Hayes, I thought you were talking about the housing which has been developed for the actual farm worker.

Mr. HAYES. Speaking of housing, Mr. Chairman, and you too, Congressman, the Bureau has a—and Mr. Larin will tell you—they have set standards of housing where Mexican nationals are concerned.



In California we have a State law and the regulation is more strict than the Federal regulations. The State department of housing does inspect the housing occupied not only by Mexicans, but all workers in California.

Mr. HAGEN. Well, I do not want to belabor the point, but I know about this housing——

Mr. HAYES. I know that the housing—well, the old FHA camps in California, most of them are nearly totally occupied by nonagricultural workers now.

Mr. HAGEN. Wholly occupied?

Mr. HAYES. Nearly totally.

Mr. HAGEN. I have got some in my district; they are occupied by agriculture.

Mr. HAYES. You take a good look.

Mr. HAGEN. Well, I know that. Now, the lady might want to comment on this carrot situation again.

Mrs. WIDMAN. I would like to, very much.

Mr. HAGEN. I don't know anything about carrots.

Mrs. WIDMAN. We are not speaking of a box of carrots or a carton of carrots, we are speaking of sacked carrots in the orange sacks, they are the same sacks as in 1952. Not only has the tonnage been increased and the wage cut, but also as this gentleman, or this gentleman pointed out [indicating] about the packing operation, more and more carrots are picked in the field and whereas in the shed they did the sorting of carrots, now the men and women who used to sack carrots and just top them and put them in the sack, now they have to sort them. Certain sacks have certain sizes of carrots and there is also an inspection added to this.

Mr. HAGEN. Mr. Hayes, I live in San Joaquin Valley and you mentioned about the unemployment there, right now.

Are there any Mexican nationals in the San Joaquin Valley right now?

Mr. HAYES. There are a very few today and that is due to the irrigating, the overhead irrigators where the domestic workers will not do the job; and besides that, there are no Mexicans in the valley, the last 50 or 60 were moved out 4 months ago—2 crews, one of 18 and one of 25—and there have not been any cottonpickers, Mexican nationals.

Mr. HAGEN. You say that was due to the irrigating?

Mr. HAYES. Yes.

Mr. HAGEN. Well, I have a friend who claims that there was a little politics, in fact, he could not get any national irrigators because he had not supported the Democratic candidate for governor.

Mr. HAYES. That was not the reason, and you do not want to air that here, I am sure.

Mr. HAGEN. No, but it is interesting and I would like to go into that with you.

Mr. HAYES. I am sure you would not want to have that aired here.

Mr. HAGEN. Now, you said that citrus picking was an unpopular job.

Mr. HAYES. That is correct.

Mr. HAGEN. How did you get——

Mr. HAYES. It is a dirty job and——

Mr. HAGEN. How did you get citrus picked before it was done by the nationals?

Mr. HAYES. Well, they used wetbacks prior to the war and they used Latin Americans who lived in the community then and who now have either gotten old or their sons went to war and learned new skills and did not go back to the groves.

In 1948 before Korea there was a movement of workers back to the citrus groves, where there was only 20 or 25 percent of the citrus being picked by Mexican nationals.

In Orange County, about 40 percent is picked by Mexican nationals, and that went down to 800 from about 3,200 or 3,300.

After Korea, we lost all of those people who should have been coming back to the farm. They never returned to it.

Mr. HAGEN. How much did they earn?

Mr. HAYES. \$11, \$12, \$14.

Mr. HAGEN. How about lemons?

Mr. HAYES. Lemons they do not like because it is thorny; the Filipinos will not take that work.

Mr. HAGEN. What is your explanation for the big riot at Santa Paula, that Mr. Burkett went to great lengths—

Mr. HAYES. It was not a riot. What occurred was that the lemons—let me put it this way.

The growers anticipated starting picking lemons at the normal time, about January 10 or 15 and they had an extremely heavy crop and there was no Mexican program and the growers had to ask for British West Indians.

There was some misunderstanding and the request was approved and then disapproved. To try to supply the growers with workers an intensive recruitment campaign was put on by our Department and people were brought in there from everywhere.

Unfortunately, the rain came and no one could work. The Mexicans were there, the local workers, all of the people referred there were there and no one could work for 2 or 3 weeks. There was no riot, but it cost the association several thousand dollars.

Mr. HAGEN. To summarize the thing, would you say the fact that those people showed up was indicative that local labor was available?

Mr. HAYES. No, sir; they did not stay there very long. They stayed there only long enough to get a few meals and a night's lodging or so, then away they went and those that remained in the camp when the picking started, they left and we have the records on it, because we must keep that type of records.

Mr. HAGEN. Well, that was well publicized.

Mr. HAYES. And that is the reason.

Mr. HAGEN. You referred to wetbacks and I gathered the inference you were drawing that large numbers of wetbacks—

Mr. HAYES. It was not an inference, it was a fact, because we had literally hundreds of orders for jobs for many occupations where they were taken out of; and the employers admitted they were asking for help in filling those jobs.

Mr. HAGEN. I know that you are familiar with the farm labor practice in California. Now, I cannot give you the exact year, but I would say it was around 1950, when cotton pickers were getting from \$3.50 to \$4?

Mr. HAYES. \$3.50 was the top except cleanup people, it went to \$4—\$5 was the top.

Mr. HAGEN. At that price, was there any shortage of labor?

Mr. HAYES. That year we had 124,000 or 125,000 domestic workers. I do not know how many wetbacks, but no contract Mexicans picking cotton and machines picked about 17 percent of the crop.

Last year we had around 70,000 domestic workers, no contract Mexicans and no wetbacks picking cotton in the San Joaquin Valley.

I think the figure was around 60 percent picked by machine but the employers, of their own volition, gave work to the cotton pickers because that is the end of the cycle, that is the end of the road for the year, and the workers have habitually come into this valley to pick the cotton, the last crop, and the growers felt a responsibility because they set that up and they arranged to have it done and rather than pick cotton at \$2.10 with the machines, they paid, as always, \$2.50 to \$3 for handpicked cotton.

Mr. HAGEN. Nationals have never been used in California for picking cotton.

Mr. HAYES. Not in the San Joaquin Valley. They have been used in Imperial, but not San Joaquin.

Mr. HAGEN. Why should there be a difference?

Mr. HAYES. Availability of people, I suppose, and proximity to the border.

Mr. HAGEN. Why should proximity to the border enter into it?

Mr. HAYES. Prior to this year, I would say a good portion of the cotton was picked by wetbacks. That was no secret; everyone knows it. The Mexicans are always in there and the domestic workers in the valley who wanted jobs have never had any difficulty getting them.

As a matter of fact, they don't even apply for them, they take their sack and they go in the field and they start picking and they get to the end of the row and they weigh in and get paid and the employer does not even know who they are half of the time.

Mr. HAGEN. You heard the testimony about the difficulties thrown around domestic workers getting any jobs through this system; and do you think that that is a useful purpose and that would justify that?

Mr. HAYES. To begin with, a Federal regulation provides that an individual has the right to the job of his highest skill if the job might be filled by Mexicans—

Mr. HAGEN. He can displace the Mexican national?

Mr. HAYES. Yes, sir. He cannot determine what employer he shall work for, but he can request and obtain a job at his highest skill.

Mr. HAGEN. In the area.

Mr. HAYES. In the area, yes, sir. Incidentally, there was a lot of conversation regarding skilled jobs, and so forth.

We have never authorized the importation of Mexican nationals except for common ordinary work, never any skilled work, there are no Mexicans on the trucks or the tractors.

But, to get back to your question, the employer has stood upon his rights in the program by asking that the Department screen the worker for qualifications before he is referred.

We have for that reason, rather than making a group referral, as has been requested of us, we have stood by the regulation and made indi-



vidual referrals to the association or to the employer himself, as the case may be.

Mr. HAGEN. Let me see if I understand. If the domestic worker, if the jobs were all held by nationals, he goes to one of the farms and if the employer employs him, he replaces a national, that farmer will have to fire the national?

Mr. HAYES. They are required to hire if he comes with a referral card from the Department. Generally, the employer will hire him if he needs workers in addition to his Mexicans.

Now, coming to your question, we have the worker coming to the Department to be screened for qualification because it is more than just physical qualification or availability.

Mr. HAGEN. Is the Department the one that makes the qualifications or the association?

Mr. HAYES. We make it as far as our facilities are concerned. The final determination is the employer.

Mr. HAGEN. Well, how about cotton chopping, for example, which might be regarded as a skilled job by some people, he will say, "This man is not qualified for cotton chopping. I am not going to lay this other man off."

Mr. HAYES. Generally speaking, the employer will give the domestic worker the opportunity to prove his merit.

But, we would not refer a 6-foot 6-inch man for cotton chopping, he could not stand the leaning over, and by the same token, we would not refer a Negro to a tree job because they won't climb ladders. Those are things that we learned the hard way.

Mr. HAGEN. Well, I can see why there are complaints about this program.

Mr. HAYES. We give him the opportunity if he says he is experienced, but generally, they refuse to accept the referral.

Mr. HAGEN. The reason for the rule, which has the tendency for the employer to hire the domestic worker, he would have to pay the salary of this national on the contract before—

Mr. HAYES. Very seldom does that happen because the associations usually are shorthanded and if we can send them sufficient workers to displace or replace Mexicans, he does not need the Mexican anyhow, and he would know that beforehand.

I am talking about the identifiable field agricultural worker, I am not talking about the worker that may come from the packinghouses, or industry itself, because we have crops in California, we don't have to worry about because industrial workers harvest the crop.

Mr. HAGEN. Yes. Well, now, the previous witness stated in her opinion there had not been a mass disappearance of this supply in California. It was there, but it was either unemployed or reluctantly out of employment because of the depression in the wage scale and so forth. Do you agree with that statement?

Mr. HAYES. No, sir. The agricultural-wage scale has never been comparable to the industrial-wage scale. That is, not in my experience.

The wage scale does have probably a small part in it but I have seen a time when California employers offered higher wages and only pirated labor away from his neighbors because there was a shortage of agricultural labor in California.

Mr. HAGEN. Do you see any object to having hearings in the area as requested?

Mr. HAYES. If you don't mind, Congressman, I prefer not to answer the question in my position. I think it is something beyond my scope of authority, and it would be a policy of the Federal Government and the Director of the Department to determine that.

Mr. HAGEN. Now, these applications for labor, there is a great hiatus of time between the time of filing and notice.

Mr. HAYES. This notice mentioned here actually has no bearing on the number of people, it is merely keeping us up to date as to what the employer thinks he is going to need in the way of labor, and also shows the domestic workers that he expects to employ those he knows are in the community, that he has been hiring year in and year out.

Mr. HAGEN. I was just wondering whether the consideration of the time would militate against the hearing procedure.

Mr. HAYES. You mean the wage hearings?

Mr. HAGEN. You get your notice all written and then, as I understand you, the Department wheels do not start going around until you get close to the crop.

Mr. HAYES. The wheels are going all the time. We file a report with the Federal Government that covers a 6-month period which gives figures on employment and it is based on estimates and facts and findings of the field representatives.

Of course, they are estimates, because we cannot anticipate a lot of things that go into that, but that is a 6-month estimate.

Mr. GATHINGS. Is that a general practice, Mr. Larin, in every State? California has employment in the agricultural field throughout the year, and they can have a year-round program, but in certain other States it varies monthly. Do these reports come in twice a year in California and three times a year in some other States?

Mr. LARIN. Mr. Chairman, they may come in twice a year or once a year or may come in oftener than twice a year. We do not necessarily give a ceiling of 6 months. If we are not satisfied with the figures we get, we may require supplemental reports and justification from the State.

Mr. GATHINGS. So it does vary?

Mr. LARIN. Oh, yes.

Mr. GATHINGS. And for California a semiannual report suffices?

Mr. LARIN. Well, I do not think that Mr. Hayes would claim that was——

Mr. HAYES. No; that is the preliminary estimate on which both the Bureau and ourselves begin to work out what we are going to need and then it is supplemented with additional information and if we have to increase, then a request for an increase is made, as was done in the ceiling in 1954.

After all, then we did not anticipate the wetback drive when we sent the reports in, but certainly had to take care of it when it did occur.

Mr. GATHINGS. The cycle that this labor took in California——

Mr. HAYES. We take that into consideration.

Mr. GATHINGS. And they move into other areas and from other crops and they may be out of their general area where you might need them, in Salinas——

Mr. HAYES. We take that into consideration.

Mr. GATHINGS. These folks might be working somewhere else; you take that into account?

Mr. HAYES. Yes, sir.

Mr. HAGEN. Well, Mr. Hayes, in making your estimate, exactly what do you do? Do you go down into Kings County to calculate how many acres of cotton are planted that season, or what?

Mr. HAYES. It is a continuous reporting procedure.

Mr. HAGEN. Well, that is the crop; and from that you know how many men it takes?

Mr. HAYES. That is right, from the crop.

Mr. HAGEN. How do you estimate the labor force?

Mr. HAYES. First, we estimate the need based on production—man-hours, and we arrive at how many men it will take to harvest the crop at a given place, considering the people within the county or the community.

For instance, taking Kings County, we know the camp is there and we know where the individual workers live or work, and we have the historical pattern of the people working in and out of the county and from conversation with the workers, this year, when they are going home, "Are you coming back next year?"

Also, conversations with welfare agencies and others, we make the estimates as to the number of domestic workers that we expect to have available.

Mr. HAGEN. In making your estimates, you do count on this movement?

Mr. HAYES. Yes; very definitely. We know—well, we don't know, but we have an idea of the movement of our workers for these various crops.

We know that the peach pickers start at a certain time of the year, when they go and when they come back, and we know where they all go, it is one of those things that is done throughout the years and that has been built up in following these rules and regulations and determining their movements and we have workers that follow just one crop and we have workers that follow all the crops.

Mr. HAGEN. That is all, thank you.

Mr. GATHINGS. Mr. Hayes, do you remember my comment this morning about the situation in San Diego, that it was reported that there were 200 people ready, willing, and able to work. Was that reported to your office?

Mr. HAGEN. Yes, sir; and Mr. Larin and Mr. Lydick—they went to the border and they gave me the report that from 250 workers 2 or 3 were willing to go to work.

Mrs. WIDMAN. Mr. Chairman, I have several comments I would like to make. There is one in general I would like to make right now.

When we adjourned for lunch, I called Marcus Duran, who worked on the staff, and I asked about the incident and absolutely they did not have contact with Mr. Lydick. Mr. Marcus Duran said that he absolutely does not know what you are referring to.

Now, this was not the only thing—and this is not on that, but it was in this hearing—Mr. Burkett was in El Centro due to a lack of proper trucks picking up workers in Calexico, and he was looking at workers in the street and there were 200 or 300 workers in Calexico that were looking for pickups and they never got it because of an inadequate pickup program.



Those people that work in the fields get assignments to Holtville, El Centro, and Brawley, which is 40 or 50 miles away.

Mr. HAYES. Might I say of the people we are talking about that this is on the Mexican border and we have living in that area several hundred, probably 600 to 800 American citizens of Latin decent, or Mexican citizens who have established residence in the United States and who elect to live in Mexico and they live in Mexicali, and they cross the border every morning to go to work.

Mr. GATHINGS. They are domiciled in Mexicali?

Mr. HAYES. Yes. Many of them are American citizens, also—you see, Mexico recognizes dual citizenship and so they can elect to live in Mexicali and they can cross into Calexico every morning and up to now they have never made use of our service in El Centro.

We are looking to see—trying to direct that whole operation from Calexico so that no workers will be left, we hope, at the end of the morning's pickup, but those workers generally work for the same employer in the general area there, every day—

Mrs. WIDMAN. Brother Chairman, number one, I would like to point out that all of what he says—

Mr. GATHINGS. Excuse me. We could prolong this hearing greatly.

If you will excuse me, I would like to ask Mr. Larin about the telegram placed in the record. I wonder if the reporter has that telegram, respecting the word "qualified"—did you hear that testimony, Mr. Larin?

Mr. LARIN. Yes, sir.

Mr. GATHINGS. I wondered if you have a comment to make about the word "qualified"?

Mr. LARIN. Well, I think "qualified" is generally interpreted in the employment service as being physically able to perform the work and having a desire to perform the work and usually having some background or experience either in a particular type of agricultural work or in an allied agricultural work.

Now, I would like to amplify Mr. Hayes' statement a little bit further on the question of who is qualified.

He said that the employer is the one that makes the ultimate decision. I think he might have expanded that to point out that an employer nonetheless cannot continually turn down workers that we qualify.

He might turn down one worker and we respect the employer's right to make a selection of his own workers but if he turns down a dozen on the ground they were not qualified we would take action against him and take his Mexicans away from him.

Mr. GATHINGS. And I know you do that, too.

Mr. LARIN. Yes, indeed.

Mr. GATHINGS. I have a knowledge of just what you are talking about happening.

Mr. DRAGON. Mr. Chairman—

Mr. GATHINGS. Just a minute, we must operate this hearing according to regular procedure.

Mr. HAGEN. Mr. Larin, you heard the testimony about 7 workers who came from Calexico to get their referrals, it was 1 family in 1 car, and they were referred to 6 different farms?

Mr. LARIN. Yes, sir.

Mr. HAGEN. Would you comment about that?

Mr. LARIN. If you permit me to give a little background—I will be brief.

Originally, decision was rested in the department that workers could not come to an employment office and say, “I want a job, but only that job.”

I mean, it could not be unreasonable. There was no intention on the part of the department to disturb any normal relationship of crews or family groups, and we had received this complaint.

We have people in the field investigating it and if there is that type of misconstruction of the department's intention, we intend to remedy it.

Mr. HAGEN. There has been discussion of the word “qualify.” Let us assume there were 1,000 local workers unemployed in Los Angeles that want to cut lettuce. They have never done it before and so I assume there is going to be some difficulty about it because they could not learn it in a day or two.

Are they considered or what is the case, are they considered part of the domestic labor pool for the purposes of determining whether there is a domestic labor shortage?

Mr. LARIN. If you will qualify it a little bit, we would not ask an agricultural employer to go in and recruit those rubber workers and haul them two or three or four hundred miles because, just on the basis of general experience, I think everyone will agree that the industrial worker does not take the agricultural job unless there is no other resource open to him.

So, we would not ask the employers, who have had some unhappy experiences.

However, if these 1,000 rubber workers were in Salinas Valley and said, “We are ready, we are able, we will try this things,” I am sure we would have to insist, and they would have to be given the opportunity.

Mr. HAGEN. Do you not agree that the department is understaffed in your compliance section?

Mr. LARIN. Well, I am hardly in a position to disagree with Congress.

Mr. HAGEN. Well, if Congress refuses to appropriate funds to meet your problems, that is part of the problem?

Mr. LARIN. Well, I cannot substitute my judgment for the judgment of people who may be better qualified.

Mr. HAGEN. Actually, you don't think you have enough people, do you?

Mr. LARIN. You are asking my personal opinion?

Mr. HAGEN. Yes, sir.

Mr. LARIN. Yes, sir; we could use some more.

Mr. HAGEN. That is all.

Mr. GATHINGS. Those two bells mean that we will have to leave.

Mr. HAGEN. May I make a quick question?

Do you think these hearings on prevailing wages and need for workers are feasible as a part of the machinery for determining prevailing wage, and the need of the workers?

Mr. LARIN. Well, assuming that it was sanctioned——

Mr. HAGEN. By the Congress.

Mr. LARIN. Well, it is being done in connection with the sugar-beet industry.

Mr. GATHINGS. Thank you, we appreciate your statement.

Now, Mr. Dragon, if you can make a very quick statement——

Mr. DRAGON. We have enough qualified workers and all it needs is the permission of the employment service to put the proper people to work and forget about the word "qualified." It does not take qualified people to cut lettuce. That is my point.

Mr. GATHINGS. I did not mean to shut you up before, but I did not think it was quite proper at that time.

Mrs. WIDMAN. I want 2 minutes for a quick statement.

On the prevailing wage, Mr. Hayes stated there was a formula for establishing prevailing wage, and that was to make surveys and inquiries among domestic workers.

Now, the regional director of the Bureau of Employment Security, Mr. Glen Brockway, said, and we have it in writing, that on dominated crops, domestic workers are not consulted, there is an "absence of formula" on dominated crops and lettuce happens to be one of those, so the prevailing wage on lettuce is not established with any consideration of what has been paid or what is being paid to the domestic worker in that particular commodity.

Mr. HAYES. I made no mention of any dominated area or made any statement——

Mrs. WIDMAN. No; but you mentioned that there were field studies and inquiries made as to wages.

Mr. HAYES. That is correct.

Mrs. WIDMAN. There are many commodities for which no inquiries are made and that happens to be one of them.

Mr. HAGEN. Is that a fact, what the witness said?

Mr. HAYES. There is only one area that is dominated and that is lettuce, in the Imperial Valley, that is the only area that I know where we have not made wage findings on.

Mrs. WIDMAN. Mr. Brockway will disagree with you and he has it in writing, and this is becoming more and more of a problem in agriculture and he does not know how certain crops are becoming dominant, and more and more crops are coming into industry where the majority of the workers are contract nationals, thus, making a situation where the prevailing rate will be made on the contract nationals with no rights to the domestic workers.

Mr. GATHINGS. We would like to listen a little longer, but we have to leave for the quorum call.

Letters and statements to be incorporated in the record have been turned over to us and I will give them to the reporter and they will be made a part of the record, without objection.

(Letters and statements referred to are as follows:)

STATEMENT BY VEGETABLE SHIPPERS OF CALIFORNIA WHO USE MEXICAN NATIONALS  
UNDER THE PROVISIONS OF PUBLIC LAW 78

This statement is submitted by Jack Bias and George Lyon on behalf of vegetable growers of California who use Mexican nationals under the provisions of Public Law 78 and who support the enactment of H. R. 3822 without amendment.



## REASON FOR STATEMENT

Representatives of the CIO have presented to this committee their statements in opposition to H. R. 3822 as now written and have submitted, among others, a statement designated "The Mexican Contract National Program—A Report on a Major Scandal." This report by representatives of the CIO deals primarily with the employment of Mexican nationals in the vegetable-growing districts in Salinas and Imperial Valleys, Calif. Interest has been expressed by members of the committee as to the position of the California Vegetable Growers of these areas in regard to these charges of misconduct of the program by State and Federal officials and by the growers themselves.

*Union statement claims that employers given a free hand to use the Government's powers and machinery to bring in any number of workers that employers choose to suggest at a wage determined by the employers*

This union contention can best be answered by the Government authority designated by law to make these determinations, namely, the Farm Placement Service of the Department of Employment of the State of California. We understand that the head of the California Farm Placement Bureau has come from California to testify before this committee and we think the defense of his program and procedure is properly up to him. From a grower's point of view, however, we can testify that we have found the Farm Placement Bureau's regulations as to proof of need of imported workers and its determination of prevailing wage to be paid to be as stiff as possible and still be workable as to seasonal harvesting operations.

In the harvesting of vegetables the grower is dealing with a commodity which if not harvested as it matures will completely lose its economic value. Such crops as asparagus, melons, lettuce, and many others must be harvested every day—7 days a week—beginning with their maturity. The Government Departments cannot run a debating society to determine need and prevailing wage or by the time the determination is made the crop will be lost and the need for the labor will be gone. These determinations as to need and prevailing wage must be expeditiously made and can be more expeditiously and correctly made by Department experts than through public hearings in which much of the testimony would be as to what parties thought the wage should be rather than the determination of what the prevailing wage actually is.

Many American workers' jobs are dependent upon the availability of an adequate supply of harvesting labor. Cannery, freezing, processing, and shed workers in the vegetable industry cannot perform their tasks unless the vegetables are harvested in the field. The loss of these crops results in great wage loss to other workers, as well as loss to the grower himself.

*The union statement claims that the use of Mexican nationals has resulted in the reduction of wages in the growing areas of California*

The union contends that Mexican nationals have been used to intentionally force down the prevailing wage in various growing areas. The record does not support this statement. Despite a 25-percent decrease in average farm prices over the last 3 years, prevailing wages in the growing areas have been maintained without reduction. Furthermore, over the period of the Mexican national program there has been a marked increase in the prevailing rates for farm labor in California as determined by Government agencies. The following tabulation shows the increase in vegetable-farm wages for stoop labor in California during the period of the program:

[Rates per hour]

| Area                    | Rated at start of program | Present rate |
|-------------------------|---------------------------|--------------|
| Imperial Valley.....    | \$0.50                    | \$0.70       |
| Los Angeles County..... | .65                       | .80          |
| Salinas Valley.....     | .65                       | .87½         |
| San Joaquin.....        | .60                       | .90          |

At the present time those engaged in harvesting lettuce and placing the heads in cartons in the field in Imperial Valley receive a crew wage of 17 cents per carton. Analysis of crew earnings during this last winter showed that field crews were averaging \$1.25 per person per hour while doing this work.

*Union contends that grower makes a hidden profit from charging Mexican nationals a \$1.75 per person for 3 meals per day*

The work contract with the Mexican national provides that the maximum that the grower may charge is \$1.75 per day for 3 meals. Records kept by the growers show that there is no profit made and usually this charge shows a loss to the grower, as cost for feeding the worker exceeds \$1.75 per day.

*Union claims that Mexican nationals are assigned to growers indiscriminately without regard to certification*

The certification made by the department is for growers individually. Contract workers are not permitted to be assigned to employers who are not listed with the State employment agency and for whom there is not a current certification of need. The individual grower must place his individual order for workers with the State agency and uses domestic workers if any are found to be available by the Farm Placement Bureau. When the certification of need is granted it is only for a period of 2 weeks and the Department reexamines this certification of need every time a new order is placed and not less often than every 2 weeks.

*Union contends that the camps in which Mexican nationals are maintained are not policed by the State agency and that slum conditions prevail*

Such is not true. Before any grower can be certified for Mexican nationals, the State housing agency must check the camp and give it certification as to its sanitary condition and compliance with its requirements on square footage per man, number of windows, screens, number of toilets, etc. In fact these growers' camps for Mexican nationals are subject to the requirements of three governmental agencies: (1) The Department of Labor has certain minimum standards for camps housing Mexican nationals; (2) The State housing agency has its own minimum requirements and must also inspect the camp and give its approval for its use; and (3) the camp is subject to the regulations and requirements of both the State and county health authorities. If the camp is closed between seasons, it must be reinspected and approved before it is used for the next season. In this connection it should also be mentioned that the conditions of sanitation of the Mexican nationals and domestic workers is the concern of State and county health authorities, not only while in the camp, but also while in the fields.

*The union contends that lettuce packinghouse workers have been discriminated against in that the grower has refused to give him fieldwork when there is no packinghouse work available*

Any packinghouse worker who wants fieldwork can register with the Farm Placement Service and be given a farm job. The grower generally does not want to transfer his packinghouse crew in a body to the field, because he knows that when his packinghouse again opens, these workers will leave the field to go back to the packinghouse and he will be left without fieldworkers. These packinghouse workers, however, can be absorbed into the field forces of several growers, rather than all taken by one, if the packinghouse worker really desires a field labor job. The experience of the growers is that these packinghouse workers do not like fieldwork and will not stay in a field job.

The usual time that a packinghouse worker will stay on at a field job is from a few hours to 1 or 2 days. After that, he fails to show up for work and the grower must look around elsewhere for a replacement. One reason the packinghouse workers have not seriously sought fieldwork when the packinghouse is closed is that so long as they are not working they can draw unemployment insurance. The department of employment has realized that fieldwork is not comparable to packinghouse work and does not force the packinghouse worker to take a field job or cease to draw unemployment insurance. But if the packinghouse worker does take a field job, he immediately loses his rights to unemployment insurance benefits during the time that he is so working. It is our experience that the few packinghouse workers who sought fieldwork did so as a part of a union program for gaining control of the fieldworkers and not because of any serious desire to work in the fields. One proof of this is the short period of time that any packinghouse worker stuck to a field job.

*The union contends that Government authorities are not enforcing the requirement that certification of a grower for nationals will be denied if the grower employs wetbacks*

The fact of the matter is that the national program is now accepted by the California grower to the point that an employer of Mexican national labor does not employ wetbacks. If the legal program is discontinued, or so many ob-



stacles are placed in its path that it becomes unworkable, then the grower may be forced to the alternatives of either employing wetbacks or losing his crops. We hope the grower in California is not reduced to this unhappy choice. Under the plan as it is now functioning, the grower who employs nationals can and does go on a 100 percent legal program. It has been some time since a grower in California employing nationals has knowingly also employed wetbacks. When that happened in the past, however, the Department of Labor did not hesitate to withdraw the nationals from the erring grower. An example of this is when the nationals were removed from one of the largest carrot growers in Imperial Valley because it was found that he employed wetbacks.

*Union contends that Mexican nationals are used in packingsheds and also in other than agricultural labor*

Under Public Law 78 Mexican nationals may be used in agricultural labor as defined in the Social Security Act. In fact, however, the Mexican nationals in California have been certified only for field labor. In California, Mexican nationals are not used in the packinghouses or on such jobs as truckdrivers and tractordrivers.

In conclusion, let us say that the Mexican national program is not for the big grower alone or even primarily. The small grower is more affected by the lack of domestic field labor than the large grower, since the large grower is in a better position to attract and hold whatever domestic labor is available because he can usually offer more permanent work and has more family housing available. In Imperial Valley the average user of Mexican nationals employs approximately 8 or 9 nationals. It is the average and small grower who has as great a need for the national program as the large owner.

We are grateful for this opportunity to present our views to the committee.

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HOUSE OF REPRESENTATIVES,  
Washington, D. C., March 24, 1955.

Hon. E. C. GATHINGS,  
*Chairman, Subcommittee on Equipment, Supplies, and Manpower,  
House Committee on Agriculture, Washington 25, D. C.*

DEAR COLLEAGUE: I am enclosing a statement from Mr. H. S. Casey Abbott which I received today.

If possible, will you please include it in the record of the hearings of the subcommittee held yesterday.

Yours sincerely,

JOHN.

AVONDALE, ARIZ., March 23, 1955.

Mr. JOHN J. RHODES,  
*House of Representatives,  
Washington, D. C.:*

For your information the last fall meeting of the Arizona farm labor advisory committee did not set any wage rate. That meeting for the purpose of having explained to them by a Department of Labor regional representative the method by which the Department of Labor would determine when a prevailing wage was an appropriate wage under Public Law 78 to be used for contracting foreign workers. At the time the decision was made by the Department of Labor in Washington, D. C., there were over 5,000 workers picking cotton at \$2.50 per hundred with only a few hundred at other scattered wage rates. The farm labor advisory committee and growers representatives informed the Secretary of Labor at their fall meeting that they felt the prevailing wage at that time was a proper appropriate wage for contracting foreign workers.

In the free-labor market within 30 days after this meeting the price structure increased to \$3 per hundred for picking which was the highest prevailing wage in the United States at that time. Under contract the Mexican national wages were automatically increased upon official findings of the new prevailing wage structure. The average daily earnings of cottonpickers on my own ranch exceeded \$6 per day all during the picking season last fall.

H. S. CASEY ABBOTT,  
*Member, Arizona Farm Labor Advisory Committee; Arizona Member,  
48-Man Special National Farm Labor Advisory Committee; Member  
and Former Chairman Mexican Contract Subcommittee.*



AVONDALE, ARIZ., March 21, 1955.

Hon. E. C. GATHINGS,  
*Congressman of Arkansas,  
Congress of the United States,  
Washington, D. C.*

MY DEAR CONGRESSMAN GATHINGS: Referring specifically to Public Law 78 upon which you are now holding hearings and to the recommendations made by the Department of Labor in the form of an amendment to that law, the farmers of Arizona are unalterably opposed to the acceptance by your committee or by Congress of those recommendations as part of the foreign labor program for the following reasons:

The Mexican labor agreement has been negotiated by the State Department. The farmers, through the 48-man committee, have attempted to advise the Department of Labor; but in all cases when agreements and work contracts finally came through, the conditions therein were dictated by the Mexican Government and accepted by the American Government. If the American farmer had to have that labor, he was bound by those conditions and stipulations. This is expensive labor, Congressman; and only in dire emergency will the American farmer use it. At all of our meetings of the 48-man National Farm Labor Advisory Committee, as well as the Mexican Contract Subcommittee, we have searched for a remedy for this condition; but we come right back to the fact that there is an increasing lack of labor available for agriculture, and this can only be met through the foreign labor program.

We have worked diligently with the Department of Labor, and our relations have been very amicable. To say the least, most of us were shocked at their recommendations because they were far afield from our thinking and were not given to us for discussion at the last meeting of the 48-man committee. In our discussion of Public Law 78 at that meeting, we particularly refrained from recommending any changes in that law, other than the elimination of the last paragraph; and no voice was raised in opposition to our attitude. If the committee was polled, you would find them unanimously opposed to that amendment.

If adopted, it would throw the farm labor picture into complete chaos and benefit no one at the Government level, but it would enhance the position of its proponents outside of Government, who desire that chaos, hoping that it will create a situation of which they can take advantage. We cannot successfully meet the demands outlined in that amendment and remain in the farming business, nor can we match industrial wages by an increase in wages on the farm until we are given industrial prices for our products. As long as we have to sell in a buyer's market and buy in a seller's market, only by Government decree and guaranty can that situation be obtained.

With our price structure falling and our support price shrinking because of flexible parity and costs rising, the farm disaster which is around the corner would be brought forceably and immediately to us if the conditions set out in this amendment were adopted by the Congress.

Therefore, I sincerely hope that your committee will not recommend it.

With my sincere regards,

Very truly yours,

H. S. CASEY ABBOTT,

*Member, Arizona Farm Labor Advisory Committee; Arizona Member,  
48-Man Special National Farm Labor Advisory Committee; Member  
and Former Chairman, Mexican Contract Subcommittee.*

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STATEMENT OF NATIONAL SHARECROPPERS FUND, INC., NEW YORK, N. Y., BY FAY BENNETT, EXECUTIVE SECRETARY, IN RE H. R. 3822

This statement is submitted to amplify the position of the National Sharecroppers Fund in its telegram of March 16 opposing H. R. 3822.

We believe that the key to the problem of providing sufficient labor to work on American farms is to offer decent wages and working conditions to the domestic labor force. The overwhelming evidence produced in many studies of Government and private agencies is that thousands of American farmworkers must migrate constantly in order to supply their families with even the most meager of living standards.

We believe that the purported domestic labor shortage which makes necessary the importation of Mexican farmworkers, is a false one. There is not adequate

machinery for the determination of real labor needs nor the true prevailing wage. If the prevailing wage offered farmworkers were to be the same as that paid in the area for comparable work (which it is not), it would soon be apparent whether an adequate supply of farm labor would be available from the domestic labor force.

With no adequate device for determining a reasonable prevailing wage rate for farmworkers, it is not difficult to understand that the 50 cents an hour minimum specified for the Mexican worker under Public Law 78, becomes the maximum. Indeed, we have even heard of cases where less than 50 cents an hour was paid.

This brings up the question of enforcement of the Mexican worker's contract. On November 1, 1954, the United States Department of Labor and the Texas Employment Service had less than a dozen compliance officers. At that time, there were 16,570 employers hiring 96,532 Mexicans in the State, according to the State employment service. Under such conditions, the Mexican's contract may not mean much.

If the present low rates of pay for domestic farmworkers makes a continuance of Public Law 78 necessary for the time being, it should be continued only on a 1-year basis, and provisions should be written into the law which would establish adequate machinery for determining the "prevailing wage," "labor shortage areas," and for enforcing the contract which the imported farmworker receives.

While this temporary 1-year measure is in force, we believe that all Government agencies concerned should attempt to work out a program for the full employment of the domestic farm labor force under conditions and at wages which are comparable to those enjoyed by American workers in nonfarm fields of employment. In working out such a program, the Government departments should seek the cooperation of the employers of farm labor and of the unions representing farmworkers. Such a program should at the very least ensure to the domestic worker what is now being offered to the imported worker—namely, a minimum wage, at least 3 weeks work out of 4, workmen's compensation, adequate food and housing at reasonable prices. Until this is done, the domestic farmworker will become poorer and poorer while the large American farms meet their labor needs by importing the cheap labor which is available from our neighbor south of the border. Meanwhile, all Americans whose taxes help pay for the Government machinery which operates this Mexican contract system, are helping to subsidize the users of this cheap imported labor.

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NATIONAL CANNERS ASSOCIATION,  
March 15, 1955.

Hon. E. C. GATHINGS,

*Chairman, Subcommittee on Equipment, Supplies, and Manpower,  
House Committee on Agriculture,  
United States House of Representatives, Washington, D. C.*

DEAR CONGRESSMAN GATHINGS: This letter is the endorsement of the National Canners Association for your bill H. R. 3822 to make permanent the authority for the administration of a Mexican agricultural labor program.

Fruit and vegetable canners continue to find it necessary to assist farmers and growers in recruiting agricultural labor. Although astounding developments have been made in recent years in laborsaving equipment, particularly in the so-called stoop-labor fields, there still exists a need for a large volume of hand labor in harvesting fruits and vegetables for processing. Generally canners find it possible to adequately staff the processing operation and there is no apparent need for imported labor in canning plants. On the other hand, experience shows that it is not possible under present labor market conditions to induce sufficient numbers of domestic workers to do the job of supplying processors with raw material.

For this reason, fruit and vegetable canners support H. R. 3822, the bill to make permanent authority for the USES to administer an agricultural labor-supply program in cooperation with the Government of Mexico.

Yours very truly,

R. B. HEINEY.



NATIONAL FARMERS UNION,  
Washington, D. C. March 17, 1955.

Congressman E. C. GATHINGS,  
Chairman, Subcommittee, House Committee on Agriculture,  
House Office Building, Washington, D. C.

DEAR CONGRESSMAN GATHINGS: This is in reference to H. R. 3822, eliminating the termination date of the Mexican farm labor importation program, on which your subcommittee has scheduled hearings for March 16 and 17. Since it will be impossible for us to appear before your committee because of commitments already made, we request that this letter be printed in your hearings.

National Farmers Union program for 1954-55, adopted by delegates to biennial convention at Denver, Colo., on March 15-19, 1954, has the following to say concerning the subject matter of the bill before you:

"We are convinced that special Federal aids given to industrial agricultural enterprises in the alien and migratory workers programs act to subsidize unfair competition against family farms; we, therefore, urge elimination of these subsidies."

America's family farms have demonstrated throughout the years a magnificent ability to produce efficiently a sustained abundance of food and fiber needed by American consumers and enough for considerable exports. We believe that the Nation can be supplied abundantly with food and clothing from our family farms without paying special subsidies and giving special aids to factories in the fields in the form of cheap imported or domestic migratory labor. We know that the low living standards, subsistence wages, poor living conditions, and long hours of work of imported Mexican labor sets the basis of income that can be earned from their work by family farm operators and members of their families.

Rather than providing labor subsidies to these larger-than-family farms, the Nation should be requiring these industrial employers of migratory farm labor to pay the national minimum wage, to provide adequate housing and sanitary accommodations at private expense, to faithfully follow child labor laws, and to allow their employees to engage in collective bargaining. As long as cheap hired labor supply is made available by Government action from over the southern border, we see no hope that these industrial agricultural enterprises can be forced to engage in fair competition with family farmers.

We, therefore, urge your subcommittee to recommend against the passage of the bill to continue the Mexican farm labor importation program. This kind of program should not be made a permanent feature of the American economy. To do so would be to go contrary to traditional policies dated far back before the Revolution, emblazoned upon our statute books by Thomas Jefferson, Thomas Hart Benton, Abraham Lincoln, and many other historic figures, to preserve and strengthen the owner-operated family-type farm.

Thank you for your courtesy and best personal regards.

Sincerely,

JOHN A. BAKER,  
Assistant to the President.

STONEVILLE, MISS., March 19, 1955.

HON. E. C. GATHINGS,  
Member of Congress,  
House Office Building, Washington, D. C.:

Reference proposed amendments Public Law 78 to extend same guaranties domestic workers as to Mexican national farm workers. Delta Council representing the 650,000 people of the 18 delta and part-delta County area of Mississippi, urges that your subcommittee disapprove such amendments.

SIDNEY LEVINGSTON,  
Chairman, Delta Council Labor Committee.

THE AGRICULTURE COUNCIL OF ARKANSAS,  
West Memphis, Ark., March 19, 1955.

MR. ROBERT C. GOODWIN,  
Director, Bureau of Employment Security,  
Department of Labor, Washington, D. C.

DEAR MR. GOODWIN: First I would like to say, speaking as chairman of the Mexican subcommittee of the Special Farm Labor Advisory Committee, it is



regrettable that the Department of Labor has assumed the responsibility for offering amendments to the extension of Public Law 78 which, in the writer's opinion, create additional inequities in the Mexican national farm labor program.

As you will recall, State representatives at the last meeting of the Special Farm Labor Advisory Committee refrained from recommending much desired amendments to Public Law 78 which they felt were desirable to correct some existing inequities because the opinion was expressed that such amendments could easily jeopardize the entire existing program. The writer has received telephone calls from other members of the committee expressing the fear of this now happening.

It would seem to me that the amendments offered would place the Government agencies involved in the foreign-labor program in an untenable position in that they are responsible for the terms and conditions of the international agreement and individual work contract which the farmer-employer must accept, if he secures any labor, and which under the present proposal would become effective with respect to his employment of domestic labor. Thus the responsible agencies would be in the position of indirectly determining the terms and conditions of employment of domestic labor through negotiation of the international agreement and individual work contract, in which the farmer-employer and the individual worker have no voice.

I have discussed the proposed amendment with a number of employers of Mexican national labor in Arkansas and, as you know, this is a very serious matter with them. Those contacted so far expressed themselves as willing to try and get along without any Mexican national labor program rather than submit to any further inequitable and unworkable conditions of employment. This, in my estimation, is a very courageous decision coming at a time when cotton farmers are faced with reduced acreage and the necessity for lowering the price of raw cotton to meet foreign competition. It is also my personal opinion that the plight of agriculture as a whole will soon be felt by the entire economy of the Nation.

I do not need to remind you that the writer, and I believe most members of the Special Farm Labor Advisory Committee, has worked untiringly and endeavored to cooperate with the United States Employment Service and other agencies in an effort to assure a workable and equitable farm-labor program to all concerned. I sincerely hope that we can continue to do so.

With best personal regards, I am

Very truly yours,

HARVEY R. ADAMS, *Secretary-Manager.*

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LAS CRUCES, N. Mex., March 14, 1955.

Congressman E. C. GATHINGS,

*House Office Building, Washington, D. C.:*

The New Mexico Farm Bureau representing 8,500 families with 10 Mexican national contracting associations who employ approximately 20,000 Mexican national laborers annually recommended that Public Law 78 be extended indefinitely without amendments. Mexican national labor is essential to the agricultural industry of our State as no other labor of this type is available.

J. L. AUGUSTINE, Jr., *Executive Secretary.*

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DONA ANA COUNTY FARM AND LIVESTOCK BUREAU,

*Las Cruces, N. Mex., March 14, 1955.*

Congressman E. C. GATHINGS,

*House Office Building, Washington, D. C.*

DEAR SIR: Our organization, representing 1,520 family memberships, is vitally interested in H. R. 3822 (legislation pertaining to the renewal of Public Law 78) under which we have been contracting for our members an average of 8,000 braceros annually to supplement the domestic agricultural labor supply. We request your support in securing the enactment of Public Law 78 by striking section 509 containing the termination date, thus making it permanent legislation. While there is a lot that can be said for and against this law, generally speaking, its continuation is a necessity if the farmers are to continue to produce and harvest the crops that represent a major portion of the agricultural income of New Mexico.

The present orderly system by which braceros are made available to supplement domestic labor supplies is a far cry from and a huge improvement over the uncertain illegal wetback situation that existed in this area several years ago. Anything lending support to the defeat of Public Law 78 would most certainly contribute to the increased use of wetbacks for farm labor, which is contrary to the desires of our members.

Any help you can give us with regard to this legislation will be greatly appreciated.

Very truly yours,

JAMES F. COLE, *President.*

LUNA COUNTY FARM AND LIVESTOCK BUREAU,  
*Deming, N. Mex., March 15, 1955.*

Congressman E. C. GATHINGS,  
*House Office Building, Washington, D. C.:*

We earnestly solicit your support on House bill 3822, extension of Public Law 78, without amendments. This bill imperative to Luna County agriculture representing 478 rural families using approximately 2,500 Mexican nationals.

CLYDE O. HULL, *President.*

CHAVES COUNTY FARM BUREAU,  
*Roswell, N. Mex., March 15, 1955.*

Hon. E. C. GATHINGS,  
*United States Congressman,  
House of Representatives, Washington, D. C.:*

We urge to work for the indefinite extension Public Law 78 now in committee as H. R. 3822; indispensable to agriculture economy this section.

RUSSELL SMITH,  
*Chairman, Labor Committee.*

MICHIGAN FARM BUREAU,  
*Lansing 4, Mich., March 15, 1955.*

Hon. E. C. GATHINGS,  
*House Office Building,  
Washington, D. C.*

DEAR CONGRESSMAN GATHINGS: We are sincerely interested in the success of your efforts to extend indefinitely the Mexican farm labor program under Public Law No. 78. During recent years Michigan farmers have used about 8,000 Mexican nationals, largely in making sugar beet, pickle, and onion crops and in the harvesting of these commodities.

It is very probable that without this Mexican national labor sugar beets and probably pickles would be forced out of Michigan as we do not have domestic labor willing to work in these crops and stick to it. It is true that sugar-beet production is being mechanized and that perhaps we shall reach the point where this labor will not be needed in this field. At present, however, this labor is necessary as these three crops listed above are important specialty crops in several areas of the State and are important to our economy.

Wages paid to the workers under the Mexican farm labor program are in line with rates prevailing for domestic labor on these same jobs. As pointed out, however, domestic labor is usually not available in any quantity for these operations.

Failure to extend Public Law No. 78 would be a serious handicap to those farmers who depend on these specialty crops for major portions of their income. It would also affect adversely the economy of the communities depending on pickle processing plants, sugar-beet factories and other processing establishments. We do not believe that any available domestic labor will be displaced by continuation of this program in Michigan.

We have written our Michigan Congressmen and Senators in support of H. R. 3822 and hope it is given favorable consideration.

Yours sincerely,

DAN E. REED,  
*Assistant Legislative Counsel.*

ARIZONA FARM BUREAU FEDERATION,  
Phoenix, Ariz., March 15, 1955.

The Honorable E. C. GATHINGS,  
House Office Building, Washington, D. C.

DEAR CONGRESSMAN GATHINGS: The Arizona Farm Bureau Federation strongly supports an indefinite extension of Public Law 78 without amendments.

In this area we have a great amount of seasonal type employment which domestic labor has been unable, or unwilling, to entirely fill. The use of Mexican nationals has made it possible to harvest highly perishable crops in time to assure top quality products.

The extension of Public Law 78 would assure our producers of a stable source of labor during employment peaks when it wouldn't otherwise be dependable.

Very truly yours,

WILLIAM C. DAVIS,  
Executive Secretary.

TEXAS SHEEP AND GOAT RAISER'S ASSOCIATION, INC.,  
San Angelo, Tex., March 21, 1955.

Hon. E. C. GATHINGS,  
United States House of Representatives,  
Washington, D. C.

DEAR MR. GATHINGS: We are greatly interested in the extension of Public Law 78 without any amendments. We have been advised that the Labor Department has recommended that before any employer would be eligible to employ Mexican nationals under the program, that the Secretary of Labor shall "certify that every reasonable effort had been made to fill the jobs with domestic workers, not only by offering them wages and hours of work comparable to those offered foreign workers, but also offering them transportation, housing and insurance benefits comparable to those provided foreign workers under the program."

Needless to say we strongly oppose such a proposal. This would establish for the first time the precedent that the Secretary of Labor has authority to inquire into and certify the contractual relationship between domestic workers and domestic employers. It would invalute overriding of State laws with respect to occupational insurance and housing standards.

We urge the enactment of H. R. 3822 without amendment.

With highest regards, I am

Sincerely yours,

ERNEST WILLIAMS.

WASHINGTON, D. C., March 18, 1955.

Hon. E. C. GATHINGS,  
Chairman, Committee on Equipment Supplies and Manpower,  
House Committee on Agriculture,  
House of Representatives, Washington, D. C.:

American Association of Social Workers strongly opposed to permanent extension of Public Law 78. Urges no more than a 2-year extension at maximum. Working among American citizens displaced from homes and jobs by contract workers brought in under this legislation (displaced notwithstanding the language of the act), the AASW recommends that policy move toward reliance on citizen labor.

Much of the past difficulty in recruiting American workers has been a matter of terms and conditions of employment. The AASW finds it shocking that Congress has hitherto seen fit to assure foreign workers employment superior to that offered American citizens and most strongly urges adoption of the administration proposal to rectify this. We cannot ignore the glaring fact that at the height of World War II with 14 million persons in the armed services we used somewhat under 95,000 contract workers, that today with but 4 million persons in the services and with reduced acreage in cotton we are employing over 300,000.

We request that this wire be made a part of the record.

ELEANOR M. HADLEY,  
Washington Representative, American Association of Social Workers.



NEW YORK, N. Y., *March 15, 1955.*

Representative E. C. GATHINGS,

*House Office Building, Washington, D. C.:*

Our organization strongly opposes bill H. R. 3822 to make Public Law 78 a permanent feature of American economy. We support importation of Mexican nationals to work on American farms only on a year-to-year basis when need is proven and better protection for workers is provided by contract. Our ultimate goal should be improving conditions of domestic agricultural employment and to reduce reliance on low paid imported contract labor.

FAY BENNETT,

*Executive Secretary, National Share Croppers Fund.*

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POSTWAR WORLD COUNCIL,

NEW YORK 3, N. Y., *March 22, 1955.*

HOUSE COMMITTEE ON AGRICULTURE,

*House Office Building, Washington 25, D. C.*

GENTLEMEN: I have before me the release of the National Agricultural Workers' Union, written by Dr. Ernesto Galarza, concerning Mexican labor importation legislation embodied in H. R. 3822.

The ideal thing in the world is free movement of men and goods. One of the things we have to fight against here in America is latent racism in immigration legislation. Holding these ideals, I, nevertheless, find myself in very great sympathy with the Galarza memorandum. We are not really helping Mexico, and certainly not the United States, by the present system of importing Mexican nationalists, especially when that system runs along with a tremendous migration of illegal wetbacks improperly controlled by our own legislation.

In connection with H. R. 3822, I specifically endorse the union's proposals: First, that the Secretary of Labor certify the need of importation of Mexicans only after the employers' associations have made an offer to Americans on terms at least as good as those laid down in agreement with Mexico; second, that the prevailing wages which must be made to imported Mexicans should be on the basis of the rates paid Americans for work of a similar nature.

While I do not speak officially, after consulting the organization on whose letterhead I write, I am convinced that most of its members would support my position. We do believe that proper economic controls for the protection of the workers are necessary for relations on which enduring peace and good will among men can be based.

Sincerely yours,

NORMAN THOMAS.

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SAN ANTONIO, TEX., *March 22, 1955.*

HON. HAROLD COOLEY,

*House of Representatives, Washington, D. C.:*

The contract-labor program is doing serious harm to Texas agricultural workers. As many as 50,000 resident workers migrate to other States in 1 year to work in agriculture because of low wages paid in Texas. Temporary extension of program bringing in alien workers is bad enough; permanent extension is incredible.

Archbishop ROBERT E. LUCEY.

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*Washington 5, D. C., March 25, 1955.*

HON. E. C. GATHINGS,

*Chairman, Subcommittee on H. R. 3822,*

*House Office Building, Washington 25, D. C.*

DEAR MR. GATHINGS: Due to out-of-town commitments and the pressure of other matters while in town, I was unable to appear before your subcommittee to express our support of H. R. 3822, a bill to provide for an indefinite extension of authorization for a Mexican farm labor program. I do want you to know, however, that this association is very definitely in support of this bill, without amendment.

The reason for our interest in this bill is due to the fact that large numbers of these Mexican nationals are used in our midwestern wholesale nurseries for

various agricultural employment. As it happens, nurseries in Iowa, Nebraska, Texas, and other States in that general territory are able to use these Mexican nationals at a time in between when they are employed by the sugar beet and other interests. Consequently, the nursery trade, particularly our wholesale producers, serve a definite purpose in keeping these men busy during times which otherwise might be slack periods.

We are also in accord with the views expressed by Mr. Triggs of the American Farm Bureau Federation to the effect that this is no longer an emergency program. We have desperately tried to secure farm laborers from domestic sources, but without success.

It would be a real catastrophe to some of our larger fruit tree and general nursery stock producers if these Mexican nationals were not made available to us during the summer months.

I would appreciate it if this letter could be placed in the record in support of H. R. 3822 without amendment.

Very truly yours,

RICHARD P. WHITE,  
*Executive Secretary.*

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THE SHADE TOBACCO GROWERS  
AGRICULTURAL ASSOCIATION, INC.,  
March 31, 1955.

HON. THOMAS DODD,  
*House of Representatives,*  
*House Office Building, Washington, D. C.*

DEAR TOM: House bill 3822 is the extension of present Public Law 78 which is commonly known as the Mexican national agricultural labor law. This bill has been heard before the Agricultural Committee, Congressman Cooley, chairman, actual hearings subcommittee chairman, Congressman Gathings. At this hearing Assistant Secretary of Labor Siciliano made substantially the following statement:

That the Department would recommend amendments to the law which, and I quote, "would require him (the Secretary of Labor) to certify that every reasonable effort had been made to fill the jobs with domestic workers not only by offering them wages and hours of work comparable to those offered foreign workers but also by offering them transportation, housing, and insurance benefits comparable to those provided foreign workers under the program. This amendment would equalize conditions of employment for American workers with those offered Mexican workers."

Evidently this recommendation made by the Department of Labor was based on those made by a committee of labor union leaders composed of nine members each of the AFL and CIO. The committee also requested Secretary of Labor Mitchell to use his authority to halt the importation of British West Indians for farm work.

It would be very detrimental to agriculture as a whole, and especially our farm labor program, if House bill 3822 was amended as Assistant Secretary of Labor Siciliano suggests. Would you please discuss this with Congressman Gathings and Congressman Cooley and be sure that no such amendment is forthcoming. I would appreciate it if you would do everything possible to see that the proposed amendment is defeated. I hope you will be successful.

The United States Department of Labor has 2 advisory committees; 1 is known as a 48-man advisory committee which constitutes a representative from each of the 48 States. I am a member of this committee. The other committee is known as an advisory committee of labor. This constitutes nine members made up from the AFL and CIO. At our meetings a short time ago the committee from the AFL and CIO recommended exactly what Assistance Secretary of Labor Siciliano has recommended as an amendment to House bill 3822. The 48-man committee representing the 48 States was violently opposed to the labor group's recommendation because in the first instance, they felt that every effort is now being made by each State employment service to be positive that no foreign labor takes jobs away from domestic labor. They also felt that transportation, housing, and insurance benefits were provided domestic labor in the majority of States, and that this issue is a State issue, not a Federal one.

Last, but not least, the 48-man committee felt that to cut out the British West Indian farm-labor program would greatly affect the economic conditions of the Caribbean islands participating. All of these islands, as you know, are a tinder-

box for communism. The British West Indian farm-labor program enhances the economy of the Caribbean islands participation in this program to the extent of some 15 million American dollars a year. To all of a sudden take this amount of money out of their economy would have a very drastic effect which might turn the majority of the islands in favor of the action that British Guiana took some time back.

I think that I have given you enough material to show you what impact any such amendment as the Assistant Secretary offered would have on the British West Indies, and you can judge for yourself the impact it would have on Mexico.

I sincerely hope that you will be successful in my request.

Sincerely,

RALPH C. LASBURY, Jr., *Director.*  
AMERICAN ASSOCIATION OF NURSERYMEN,

Mr. GATHINGS. We will adjourn now.

(Whereupon, at 5:30 p. m., the committee adjourned.)

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84TH CONGRESS  
1ST SESSION

# H. R. 3822

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## IN THE HOUSE OF REPRESENTATIVES

FEBRUARY 8, 1955

Mr. GATHINGS introduced the following bill; which was referred to the Committee on Agriculture

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## A BILL

To amend title V of the Agricultural Act of 1949, as amended,  
by striking out the termination date.

1       *Be it enacted by the Senate and House of Representa-*  
2   *tives of the United States of America in Congress assembled,*  
3   That title V of the Agricultural Act of 1949, as amended,  
4   is amended by striking out all of section 509.

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## A BILL

To amend title V of the Agricultural Act of 1949, as amended, by striking out the termination date.

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By Mr. GATHINGS

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FEBRUARY 8, 1955

Referred to the Committee on Agriculture







# Digest of CONGRESSIONAL PROCEEDINGS

OF INTEREST TO THE DEPARTMENT OF AGRICULTURE

OFFICE OF BUDGET AND FINANCE  
(For Department Staff Only)

Issued May 24, 1955  
For actions of May 23, 1955  
84th-1st, No. 85

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**HIGHLIGHTS:** Senate committee reported Mexican fence bill and salt-water research bill. Senate debated road bill. House agreed to conference report on Treasury-Post Office appropriation bill and to Senate amendments to bill to provide additional surplus property for education and health agencies. Both bills ready for President. House Rules Committee cleared bills for loans to small reclamation projects and for donations of surplus commodities. House committee ordered reported Mexican farm labor bill. President approved agricultural appropriation bill and bill to repeal ACP tie-in with acreage allotments.

## HOUSE

- 1. APPROPRIATIONS.** Agreed to the conference report on H. R. 4876, the Treasury-Post Office appropriation bill for 1956 (pp. 5812-3). This bill will now be sent to the President.
- 2. RECLAMATION.** The Rules Committee reported a resolution for consideration of H. R. 5881, to provide for Federal cooperation in non-Federal projects and for participation by non-Federal agencies in Federal projects (pp. 5814, 5837).  
Reps. Holifield and Dawson (Utah) discussed the proposed upper Colorado River project and some of the effects it would have on agriculture (pp. 5825-8).
- 3. SURPLUS COMMODITIES.** The Rules Committee reported a resolution for consideration of H. R. 2851, to authorize CCC to process food commodities for donation to the needy through HEW (pp. 5821, 5837).
- 4. SURPLUS PROPERTY.** Concurred in Senate amendments to H. R. 3322, to amend the Federal Property and Administrative Services Act of 1949 so as to improve the administration of the program for the utilization of surplus property for educational and public health purposes (pp. 5813-4). This bill will now be sent to the President.



5. ROADS. The Public Works Committee reported without amendment H. R. 5923, to authorize appropriations for completion of the Inter-American Highway (H.Rept. 611) (p. 5837).
6. FARM LABOR. The Agriculture Committee voted to report H. R. 3822, extending for  $3\frac{1}{2}$  years (until June 30, 1959), the program of recruitment of agricultural workers from Mexico (p. 5453).
7. ORGANIZATION. Rep. Patman discussed and criticized certain recommendations of the Hoover Commission, especially those relating to veterans and their dependents (pp. 5821-3).
8. BANKING AND CURRENCY. The Banking and Currency Committee reported without amendment H. R. 6227, to provide for the control and regulation of bank holding companies (H. Rept. 609) (p. 5837).
9. ELECTRIFICATION; LANDS. Both Houses received Hawaiian Legislature resolutions requesting REA to investigate the possibility of setting up a rural-electrification cooperative to serve certain areas in Hawaii, and urging the amendment of certain patents of Government lands containing restrictions as to the use of such lands (pp. 5837, 5742).

#### SENATE

10. ROADS. Continued debate on S. 1048, to authorize appropriations for continuing the construction of highways. Agreed to the committee amendments en bloc. Sen. Martin submitted an amendment in the nature of a substitute which was still pending at recess. (pp. 5754-92, 5795-5809.)
11. SECOND URGENT DEFICIENCY APPROPRIATIONS, 1955. The appropriations Committee/  
~~amendment~~ this measure, H. J. Res. 310, which provides funds for VA readjustment loans and the Hoover Commission (S. Rept. 371) (pp. 5744, 5792). reported without
12. BOUNDARY FENCE. The Interior and Insular Affairs Committee reported without amendment S. 76, authorizing appropriations for the construction, operation, and maintenance of the Mexican western land boundary fence project (S. Rept. 373), and Sen. Goldwater's name was added as co-sponsor of the bill (p. 5745).
13. FOREST LANDS. The Interior and Insular Affairs Committee reported with amendments S. 55, to authorize the United States to buy lands in the Coconino and Sitgreaves National Forests from the Aztec Land and Cattle Co., Ltd. (S. Rept. 369) (p. 5744).
14. SALT-WATER RESEARCH. The Interior and Insular Affairs Committee reported with amendments S. 516, extending the program of research in the development and utilization of saline waters (S. Rept. 370) (p. 5744).
15. FLOOD CONTROL. Sen. Fulbright inserted a resolution adopted by the Arkansas General Assembly petitioning Congress to provide funds for the construction of the Greer's Ferry project on the White River in Arkansas (p. 5743).
16. AIR POLLUTION. The Public Works Committee ordered reported with amendments S. 928, to amend the Water Pollution Control Act to provide for the control of air pollution (p. 5452).
17. LEGISLATIVE PROGRAM as announced by Sen. Johnson: Today the Senate will vote on the postal-pay bill and then will resume debate on the road bill. It is







# Digest of CONGRESSIONAL PROCEEDINGS

OF INTEREST TO THE DEPARTMENT OF AGRICULTURE

OFFICE OF BUDGET AND FINANCE  
(For Department Staff Only)

Issued May 25, 1955  
For actions of May 24, 1955  
84th-1st, No.86

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HIGHLIGHTS: Senate debated road bill. House committee reported Mexican farm labor bill. House passed Commerce Department appropriation bill. Sen. Eastland inserted Sen. Ellender's speech criticizing administration's farm program.

## HOUSE

- ~~1. APPROPRIATIONS. Passed with amendments H. R. 6367, the Commerce Department appropriation bill for 1956 (pp. 5841-72). Agreed to an amendment by Rep. Fogarty increasing Weather Bureau funds by \$2,250,000 for improving advance weather information relative to hurricane warnings (pp. 5861-72). Rejected, 54 to 61, an amendment by Rep. Sullivan to increase by \$25,000 the funds of the Bureau of the Census for the gathering and publishing of data on coffee stocks on hand in the U. S. (pp. 5855-8). Rep. Rogers (Mass.) urged additional appropriations for weather research (p. 5873).~~  
(H. Rept. 625)
- ~~2. FARM LABOR. The Agriculture Committee reported with amendment H. R. 3822, extending for  $3\frac{1}{2}$  years (until June 30, 1959), the program of recruitment of agricultural workers from Mexico (p. 5879). The bill, as amended, would eliminate double liability for transportation and expenses of Mexican workers back to Mexico where the employer had paid such expenses, but the worker does not return to Mexico and is later picked up by Federal immigration authorities. It also would require the Dept. of Labor to carry out, in all areas affected by the program, procedures which have been used in most areas of consulting with both employers and workers in obtaining information as to the need for additional workers, and the wages paid in the area to workers doing similar jobs.~~
- ~~3. ALASKA WATER RESOURCES. The Rules Committee reported a resolution for the consideration of H. R. 3990, to authorize the Secretary of the Interior to investigate and report to Congress on projects for the conservation, development, and utilization of the water resources in Alaska (p. 5873).~~
- ~~4. FORESTS; MINING. The Interior and Insular Affairs Committee ordered reported with amendments H. R. 5891, to amend the mining laws to provide for multiple use of the surface of the same tracts of public lands (p. D460).~~

SENATE

5. WHEAT. Received a Nebraska Legislature resolution urging legislation for the improvement of wheat (p. 5882).
6. ROADS. Continued debate on S. 1048, to authorize federal aid for road construction (pp. 5890-1, 5914-7). The committee report on this bill includes the following statement regarding provision of sanitary, water, and fire control facilities in connection with forest roads and trails: "It was understood that the cost of the desired facilities would be very nominal." The committee report also includes the following statement regarding roads on or to Federal lands: "The Committee has continued the contractual authority to the Secretary of the Department charged with the administration of such funds, to incur obligations, approve projects, and enter contracts, under authorizations for the miscellaneous roads on Federal lands, 1 year in advance of the year for which authorized. It is disturbed, however, by reports that the contractual authority for these road classifications included in the Federal-Aid Highway Act of 1954 has been used so sparingly, in spite of the great need for such projects in the Western States, particularly on forest and public land highways.
7. POSTAL PAY BILL. Voted to sustain the President's veto of S. 1. Although 54 voted to override and 39 voted to sustain, a two-thirds majority would have been necessary to override. (pp. 5891-5912.)

BILLS INTRODUCED

8. BUILDINGS. H. R. 6434, by Rep. Hays, Ark., to authorize the Administrator of General Services to assist in planning and financing the construction of county agricultural buildings; to Public Works Committee (p. 5879).
9. FORESTRY. H. R. 6435, by Rep. Hiestand, to provide for the establishment of a National Fire Research Commission; to Government Operations Committee (p. 5879).
10. PERSONNEL. H. R. 6436, to amend the Federal Employees' Group Life Insurance Act of 1954; to Post Office and Civil Service Committee (p. 5879).  
H. R. 6450, by Rep. Derounian, to increase the rates of basic salary of postmasters, officers, supervisors, and employees in the postal field service, to eliminate certain salary inequities; to Post Office and Civil Service Committee (p. 5879).  
S. 2061, by Sen. Johnston, S. C., (for himself and others) to increase the rates of basic compensation of officers and employees in the field service of the Post Office Department; to Post Office and Civil Service Committee (p. 5883).  
S. 2062, by Sen. Carlson, to increase the rates of basic salary of postmasters, officers, supervisors, and employees in the postal field service, to eliminate certain salary inequities; to Post Office and Civil Service Committee (p. 5883).
11. WHEAT. H. R. 6437, by Rep. Jonas, to amend the Agricultural Adjustment Act of 1938 to exempt certain wheat producers from liability under the act where all the wheat crop is fed or used for seed on the farm; to Agriculture Committee (p. 5879).
12. FOOD AND DRUGS. H. R. 6446, "to revise, codify, and enact into law, title 21 of the United States Code, entitled 'Food, Drugs, and Cosmetics';" to Judiciary Committee (p. 5879).



## EXTENSION OF MEXICAN LABOR ACT

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MAY 24, 1955.—Committed to the Committee of the Whole House on the State of the Union and ordered to be printed

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Mr. COOLEY, from the Committee on Agriculture, submitted the following

### REPORT

[To accompany H. R. 3822]

The Committee on Agriculture, to whom was referred the bill (H. R. 3822) to amend title V of the Agricultural Act of 1949, as amended, by striking out the termination date, having considered the same, report favorably thereon with an amendment and recommend that the bill, as amended, do pass.

The amendment is as follows:

Strike out all after the enacting clause, and insert:

That section 509 of the Agricultural Act of 1949, as amended, is amended by striking out "December 31, 1955" and inserting "June 30, 1959".

SEC. 2. Subsection 3 of section 502 of such Act, as amended, is amended by changing the period at the end thereof to a colon and adding the following: "*Providing, however,* That if the employer can establish to the satisfaction of the Secretary of Labor that the employer has provided or paid to the worker the cost of return transportation and subsistence from the place of employment to the appropriate reception center, the Secretary under such regulations as he may prescribe may relieve the employer of his obligation to the United States under this subsection."

SEC. 3. Section 503 of such Act, as amended, is amended by adding at the end thereof the following:

"In carrying out the provisions of (1) and (2) of this section, provision shall be made for consultation with agricultural employers and workers for the purpose of obtaining facts relevant to the supply of domestic farm workers and the wages paid such workers engaged in similar employment. Information with respect to certifications under (1) and (2) shall be posted in the appropriate local public employment offices and such other public places as the Secretary may require."

Amend the title to read:

A bill to amend title V of the Agricultural Act of 1949, as amended.

### STATEMENT

The Mexican farm-labor program as it is operated today is based on legislation which became law on July 12, 1951, and was made title V



of the Agricultural Act of 1949. The essential purpose of the act is to authorize the making of an agreement with the Government of Mexico for the use of Mexican nationals for temporary agricultural employment in the United States and the making of certain commitments by the Government of the United States with respect to the employment of those nationals and the protection of domestic labor. The termination date of the act was December 31, 1953. On August 8, 1953, the act was extended without change until December 31, 1955.

Probably no act with which this committee has been concerned in recent years has been so generally misunderstood as this piece of legislation. It is referred to repeatedly as the wetback bill although, rather than affording assistance in any way to the wetback Mexican nationals who cross the Rio Grande illegally to seek employment in the United States, or in any way encouraging the practice of employing such Mexicans, this act provides the only effective means of eliminating this practice. With the act in effect, it is to the advantage both of the Mexicans and the employers to utilize the legally controlled procedures of the labor program rather than the illegal practices associated with wetbacks.

This act is frequently associated with reports of substandard living conditions of migrant laborers and their families. Whatever the facts of such reports may be, they can have no possible connection with the program made possible by the act because only male workers may be brought in from Mexico under this program and the bringing of wives and families is absolutely prohibited.

It is frequently assumed that it is this act which makes possible the entry of Mexicans into the United States for temporary employment and that without this act Mexican labor would not be used in the United States. This is not true. Aside from the flood of wetbacks which would roll into southern areas of the United States in the absence of the legal procedures provided by this act, the immigration laws themselves authorize the legal entry into the United States of Mexicans and other aliens for temporary employment. For years, thousands of Mexicans annually come into the United States for farm employment under the "white card" system authorized by the immigration laws. This system has been replaced by the much more satisfactory procedures of this act but the provisions of the immigration laws authorizing such entry are still in effect.

Under existing economic conditions and immigration laws, Mexicans are going to come into the United States for temporary agricultural employment. The purpose of this act is to permit the Government of the United States to assume more responsibility for Mexicans who come in under the work program and for the performance of individual contracts under that program than would be possible in the absence of such legislation, and to protect United States workers against any possible adverse effects from the influx of Mexican workers. Under the authority of the act, the details of the program can be worked out and embodied in a formal agreement with the Government of Mexico.

At the extensive hearings on the bill, even those who in the past have been critical of the Mexican labor program admitted that it is working with increasing effectiveness in bringing about an orderly and fair handling of this difficult situation. With a legal and supervised work contract and program available, the influx of illegal wetbacks has been substantially reduced.

In commenting on this aspect of the program, the Assistant Secretary of Labor, who appeared before the committee in support of the bill, said:

In accordance with the mandate in the law, the Department of Labor makes every effort possible to fill our farm labor needs from all available domestic sources. During 1954, placements of farmworkers by local offices of the State employment services fell slightly below 9 million but they were still substantially above the 5-year average. During the past year the annual worker plan, under which migrant workers are prescheduled for the season, was introduced on a national scale.

The day-haul program under which workers in cities and towns are taken daily to farms contributed approximately 250,000 additional seasonal workers to the work force. Recruitment of Indian workers from reservations rose substantially last year, placements increasing from about 32,000 to 42,000 during 1954. While the number of Puerto Ricans coming in under contract last year dropped from the previous year, the total number employed in agriculture was not reduced. A large number of Puerto Ricans are now resident migrant workers on the east coast, and many others come here seasonally from Puerto Rico by making their own arrangements with individual employers.

Despite these and other efforts to secure domestic workers, the largest number of Mexican workers ever contracted were brought into this country last year. During 1953, we imported 201,380 workers, and during the last calendar year 309,033. This increase of over 33 percent was due not only to the continued demand for supplementary farmworkers but also to the replacement of illegal workers by contract workers.

With respect to the need for continuation of the program, the Assistant Secretary said:

We favor the further extension of the program. As President Eisenhower pointed out in his budget message, the conditions which gave rise to the enactment of Public Law 78 and its extension are to a large extent still with us. During calendar year 1954, the demand for agricultural labor remained strong even in the face of curtailed acreage of some crops which are heavy users of labor. Improved cultivating methods, liberal use of fertilizers, insecticides, and improved seed raised the per acre production with proportionate demands for harvest labor.

There is no indication that our agriculture will be able for quite some time to accomplish the vital task of harvesting its large seasonal crops by relying solely on domestic farm labor. The overall size of that labor force has been steadily diminishing over a number of years, and there is no indication that this trend will be reversed in the near future.

#### PERIOD OF EXTENSION

As introduced, the bill provided for indefinite extension of the act. At the hearings the Assistant Secretary of Labor suggested an extension of 4½ years. Labor spokesmen generally proposed a 1-year extension. The committee amendment will extend the act for 3½ years—to June 30, 1959. The termination date has been made June 30, instead of December 31, at the request of the Department of Labor, in order to conform to fiscal-year operations.

#### AMENDMENT TO SECTION 502

The amendment to section 502 was proposed by the Department of Labor and supported by representatives of farm organizations. Its purpose is to relieve employers of double liability for the cost of returning a worker to Mexico where the employer has paid once for such movement but the Mexican does not return and is later apprehended.

## AMENDMENT TO SECTION 503

Section 503 provides that before workers are brought into the United States, the Secretary of Labor must determine and certify that (1) sufficient domestic workers who are able, willing, and qualified are not available at the time and place needed to perform the work for which such workers are to be employed, (2) the employment of such workers will not adversely affect the wages and working conditions of domestic agricultural workers similarly employed, and (3) reasonable efforts have been made to attract domestic workers for such employment at wages and standard hours of work comparable to those offered to foreign workers.

It has been represented to the committee that in some instances the determination of the Secretary is made after only superficial inquiry regarding the availability of domestic workers and the wage rates being paid domestic workers. The committee is of course concerned about such reports indicating that the provisions of the act safeguarding domestic workers may not have been properly used in all instances.

To assure that such conditions do not prevail, the committee has included an amendment to section 503. The amendment specifies that the Secretary is to obtain information on the availability of domestic workers and the wage rates paid to them from agricultural employers and farmworkers employed in the area where a shortage of domestic workers is reported to exist. It is not intended that every employer or farmworker in the area shall be interviewed, but only such number as may be necessary to inform the Secretary as to the facts with respect to the availability of farmworkers and the wages paid such workers. It is also understood that the employment service will obtain such information promptly so as not to cause any delay in the process of certification.

After the Secretary has made his determination pursuant to section 503, he shall cause to be posted in appropriate public places the number of workers to be imported, and such other relevant information respecting his certifications as he deems necessary.

It is believed that this amendment specifying the information to be obtained and the persons from whom it is to be obtained will clarify procedures presently used and improve operations under the act.

## DEPARTMENTAL VIEWS

In view of the fact that representatives of the Department of Labor, the Department of Agriculture, and the Immigration and Naturalization Service of the Department of Justice testified at the hearing, no formal reports from these Departments were required. All three of the Departments mentioned recommended extension of the act.

## CHANGES IN EXISTING LAW

In compliance with clause 3 of rule XIII of the Rules of the House of Representatives, changes in existing law made by the bill are shown as follows (existing law proposed to be omitted is enclosed in black brackets, new matter is printed in italics, and existing law in which no change is proposed is shown in roman):



## AGRICULTURAL ACT OF 1949

\* \* \* \* \*

## TITLE V—AGRICULTURAL WORKERS

SEC. 501. For the purpose of assisting in such production of agricultural commodities and products as the Secretary of Agriculture deems necessary, by supplying agricultural workers from the Republic of Mexico (pursuant to arrangements between the United States and the Republic of Mexico or after every practicable effort has been made by the United States to negotiate and reach agreement on such arrangements), the Secretary of Labor is authorized—

(1) to recruit such workers (including any such workers who have resided in the United States for the preceding five years, or who are temporarily in the United States under legal entry);

(2) to establish and operate reception centers at or near the places of actual entry of such workers into the continental United States for the purpose of receiving and housing such workers while arrangements are being made for their employment in, or departure from, the continental United States;

(3) to provide transportation for such workers from recruitment centers outside the continental United States to such reception centers and transportation from such reception centers to such recruitment centers after termination of employment;

(4) to provide such workers with such subsistence, emergency medical care, and burial expenses (not exceeding \$150 burial expenses in any one case) as may be or become necessary during transportation authorized by paragraph (3) and while such workers are at reception centers;

(5) to assist such workers and employers in negotiating contracts for agricultural employment (such workers being free to accept or decline agricultural employment with any eligible employer and to choose the type of agricultural employment they desire, and eligible employers being free to offer agricultural employment to any workers of their choice not under contract to other employers);

(6) to guarantee the performance by employers of provisions of such contracts relating to the payment of wages or the furnishing of transportation.

SEC. 502. No workers shall be made available under this title to any employer unless such employer enters into an agreement with the United States—

(1) to indemnify the United States against loss by reason of its guaranty of such employer's contracts;

(2) to reimburse the United States for essential expenses, not including salaries or expenses of regular department or agency personnel, incurred by it for the transportation and subsistence of workers under this title in amounts not to exceed \$15 per worker; and

(3) to pay to the United States, in any case in which a worker is not returned to the reception center in accordance with the contract entered into under section 501 (5), an amount determined by the Secretary of Labor to be equivalent to the normal cost to the employer of returning other workers from the place of employment to such reception center, less any portion thereof required to be paid by other employers: *Provided, however, That if the employer can establish to the satisfaction of the Secretary of Labor that the employer has provided or paid to the worker the cost of return transportation and subsistence from the place of employment to the appropriate reception center, the Secretary under such regulations as he may prescribe may relieve the employer of his obligation to the United States under this subsection.*

SEC. 503. No workers recruited under this title shall be available for employment in any area unless the Secretary of Labor has determined and certified that (1) sufficient domestic workers who are able, willing, and qualified are not available at the time and place needed to perform the work for which such workers are to be employed, (2) the employment of such workers will not adversely affect the wages and working conditions of domestic agricultural workers similarly employed, and (3) reasonable efforts have been made to attract domestic workers for such employment at wages and standard hours of work comparable to those offered to foreign workers. *In carrying out the provisions of (1) and (2) of this section, provision shall be made for consultation with agricultural employers and workers for the purpose of obtaining facts relevant to the supply of domestic farmworkers and the wages paid such workers engaged in similar employment. Information with respect*

to certifications under (1) and (2) shall be posted in the appropriate local public employment offices and such other public places as the Secretary may require.

SEC. 504. Workers recruited under this title who are not citizens of the United States shall be admitted to the United States subject to the immigration laws (or if already in, for not less than the preceding five years or by virtue of legal entry, and otherwise eligible for admission to, the United States may, pursuant to arrangements between the United States and the Republic of Mexico, be permitted to remain therein) for such time and under such conditions as may be specified by the Attorney General but, notwithstanding any other provision of law or regulation, no penalty bond shall be required which imposes liability upon any person for the failure of any such worker to depart from the United States upon termination of employment: *Provided*, That no workers shall be made available under this title to, nor shall any workers made available under this title be permitted to remain in the employ of, any employer who has in his employ any Mexican alien when such employer knows or has reasonable grounds to believe or suspect or by reasonable inquiry could have ascertained that such Mexican alien is not lawfully within the United States.

SEC. 505. (a) Section 210 (a) (1) of the Social Security Act, as amended, is amended by adding at the end thereof a new subparagraph as follows:

“(C) Service performed by foreign agricultural workers under contracts entered into in accordance with title V of the Agricultural Act of 1949, as amended.”

(b) Section 1426 (b) (1) of the Internal Revenue Code, as amended, is amended by adding at the end thereof a new subparagraph as follows:

“(C) Service performed by foreign agricultural workers under contracts entered into in accordance with title V of the Agricultural Act of 1949, as amended.”

(e) Workers recruited under the provisions of this title shall not be subject to the head tax levied under section 2 of the Immigration Act of 1917 (8 U. S. C., sec. 132).

SEC. 506. For the purposes of this title, the Secretary of Labor is authorized—

(1) to enter into agreements with Federal and State agencies; to utilize (pursuant to such agreements) the facilities and services of such agencies; and to allocate or transfer funds or otherwise to pay or reimburse such agencies for expenses in connection therewith;

(2) to accept and utilize voluntary and uncompensated services; and

(3) when necessary to supplement the domestic agricultural labor force, to cooperate with the Secretary of State in negotiating and carrying out agreements or arrangements relating to the employment in the United States, subject to the immigration laws, of agricultural workers from the Republic of Mexico.

SEC. 507. For the purposes of this title—

(1) The term “agricultural employment” includes services or activities included within the provisions of section 3 (f) of the Fair Labor Standards Act of 1938, as amended, or section 1426 (h) of the Internal Revenue Code, as amended, horticultural employment, cotton ginning, compressing and storing, crushing of oil seeds, and the packing, canning, freezing, drying, or other processing of perishable or seasonable agricultural products.

(2) The term “employer” shall include an association, or other group, of employers, but only if (A) those of its members for whom workers are being obtained are bound, in the event of its default, to carry out the obligations undertaken by it pursuant to section 502, or (B) the Secretary determines that such individual liability is not necessary to assure performance of such obligations.

SEC. 508. Nothing in this Act shall be construed as limiting the authority of the Attorney General, pursuant to the general immigration laws, to permit the importation of aliens of any nationality for agricultural employment as defined in section 507, or to permit any such alien who entered the United States legally to remain for the purpose of engaging in such agricultural employment under such conditions and for such time as he, the Attorney General, shall specify.

SEC. 509. No workers will be made available under this title for employment after [December 31, 1955] *Junc 30, 1959.*







84TH CONGRESS  
1ST SESSION

# H. R. 3822

[Report No. 625]

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## IN THE HOUSE OF REPRESENTATIVES

FEBRUARY 8, 1955

Mr. GATHINGS introduced the following bill; which was referred to the Committee on Agriculture

MAY 24, 1955

Reported with amendments, committed to the Committee of the Whole House on the State of the Union, and ordered to be printed

[Strike out all after the enacting clause and insert the part printed in italic]

---

## A BILL

To amend title V of the Agricultural Act of 1949, as amended,  
by striking out the termination date.

1       *Be it enacted by the Senate and House of Representa-*  
2       *tives of the United States of America in Congress assembled,*  
3       That title V of the ~~Agricultural Act of 1949~~, as amended,  
4       is amended by striking out all of section 509.

5       *That section 509 of the Agricultural Act of 1949, as amended,*  
6       *is amended by striking out "December 31, 1955" and inserting*  
7       *"June 30, 1959".*

8       SEC. 2. Subsection 3 of section 502 of such Act, as  
9       amended, is amended by inserting before the period at the  
10      end thereof the following: ": Provided, however, That if the

1 *employer can establish to the satisfaction of the Secretary of*  
2 *Labor that the employer has provided or paid to the worker*  
3 *the cost of return transportation and subsistence from the place*  
4 *of employment to the appropriate reception center, the Sec-*  
5 *retary under such regulations as he may prescribe may relieve*  
6 *the employer of his obligation to the United States under this*  
7 *subsection.”*

8 *SEC. 3. Section 503 of such Act, as amended, is amended*  
9 *by adding at the end thereof the following:*

10 *“In carrying out the provisions of (1) and (2) of this*  
11 *section, provision shall be made for consultation with agri-*  
12 *cultural employers and workers for the purpose of obtaining*  
13 *facts relevant to the supply of domestic farm workers and*  
14 *the wages paid such workers engaged in similar employment.*  
15 *Information with respect to certifications under (1) and (2)*  
16 *shall be posted in the appropriate local public employment*  
17 *offices and such other public places as the Secretary may*  
18 *require.”*

Amend the title so as to read: “A bill to amend title V  
of the Agricultural Act of 1949, as amended.”





84TH CONGRESS  
1ST Session

**H. R. 3822**

[Report No. 625]

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# A BILL

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To amend title V of the Agricultural Act of 1949, as amended, by striking out the termination date.

---

By Mr. GATHINGS

---

FEBRUARY 8, 1955

Referred to the Committee on Agriculture

MAY 24, 1955

Reported with amendments, committed to the Committee of the Whole House on the State of the Union, and ordered to be printed







# Digest of CONGRESSIONAL PROCEEDINGS

OF INTEREST TO THE DEPARTMENT OF AGRICULTURE

OFFICE OF BUDGET AND FINANCE  
(For Department Staff Only)

Issued May 27, 1955  
For actions of May 26, 1955  
84th-1st, No. 88

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HIGHLIGHTS: Senate passed bills to: decrease interest to 3% on disaster loans, expand salt-water research, authorize Mexican fence, and authorize purchase of Aztec forest lands. Senate committee ordered reported mutual security bill. Sen. Humphrey urged re-evaluation of Ladejinsky case. House passed bill to authorize loans to small reclamation projects with amendment to give USDA responsibility in eastern States. House Rules Committee cleared bills to repeal REA formula and continue Mexican farm labor program. House received various supplemental appropriation estimates.

## SENATE

1. FARM LOANS. Passed without amendment S. 1755, to decrease from 5% to 3% the interest rate on USDA disaster loans (pp. 6035-7).
2. MEXICAN FENCE. Passed without amendment S. 76, which authorizes appropriation of \$3,500,000 for completion of a Mexican boundary fence by the Boundary Commission. Sen. Anderson stated that "the Department of Agriculture has now become very much interested in the passage of this proposed legislation" because of animal disease in Mexico and that "the probability is that the Department of Agriculture will assume responsibility" for the project. (p. 6054.)
3. SALT-WATER RESEARCH. Passed without amendment H. R. 2126, to continue the Interior Department program of research on making fresh water from salt water through June 30, 1963; to increase the appropriation authorization from \$2,000,000 to \$6,000,000; to increase the limitation on departmental expenses from \$500,000 to \$1,500,000; and to permit \$500,000 to be expended for research and development in Federal laboratories (pp. 6053-4).
4. FORESTRY. Passed as reported S. 55, to authorize purchase of 98,000 acres of Aztec Land and Cattle Co. lands, in Ariz., which would be administered as national forest lands. These lands have been so administered in the past, but



through court action it was determined that they belonged to the Aztec Co. The bill provides that the National Forest Reservation Commission set the amount to be paid, not to exceed \$7,409,263. (pp. 6055-63.)

Passed as reported S. 1464, to authorize the Interior Department to acquire rights-of-way and existing connecting roads adjacent to public lands to provide timber access roads to public lands under Interior's jurisdiction (pp. 6049-50).

5. FOREIGN AID. The Foreign Relations Committee, by a 13-2 vote, ordered reported the mutual security bill, with authorization of \$3.408 billion (p. D473).
6. PERSONNEL. Sen. Humphrey commended creation of a permanent security review committee in USDA, stated that such a committee should have been established earlier, requested a re-evaluation of the Ladejinsky case by the committee, and inserted a Washington Evening Star article on this matter (pp. 6067-8).  
The Post Office and Civil Service Committee reported with amendments S. 2061, a new postal pay bill (S. Rept. 382)(p. 6027).
7. STATE, JUSTICE, JUDICIARY APPROPRIATION BILL, 1956. The Appropriations Committee reported with amendments this bill, H. R. 5502 (S. Rept. 378)(p. 6027). The bill was made the unfinished business of the Senate (p. 6055).
8. RECLAMATION. Passed as reported S. 180, to authorize the Washita River Basin project, Okla. (pp. 6038-9).  
Passed as reported H. R. 103, to provide for construction of distribution systems on authorized Federal reclamation projects by irrigation districts and other public agencies (p. 6049).  
Sen. Neuberger spoke in favor of the Hells Canyon Dam proposal and mentioned its rural-electrification value (pp. 6029-30).
9. LEGISLATIVE PROGRAM, as announced by Sen. Johnson: Today, no legislative business. Tues., State-Justice appropriation bill and probably the mutual security bill; "early consideration" of the new postal pay bill; and probably next week, housing bill (pp. 6057-8).

#### HOUSE

10. RECLAMATION. Passed, 166 to 48, with amendments H. R. 5881, to provide for Federal cooperation in non-Federal projects and for participation by non-Federal agencies in Federal projects (pp. 6082-6108). Agreed, 85 to 23, to an amendment by Rep. Jones, Ala., authorizing the Secretary of Agriculture to administer the proposed program in the eastern States (pp. 6103-5). Also agreed to an amendment by Rep. Aspinall to provide for submission of projects to the entire Congress instead of the Interior and Insular Affairs Committees (pp. 6105-6). Rejected, 62 to 229, a motion by Rep. Hoeven to recommit the bill to limit the scope of the bill to the 17 western reclamation States (p. 6107). Previously rejected, 27 to 57, an amendment by Rep. Saylor having the same purpose as the Hoeven motion (pp. 6098-6102) and also an amendment by Rep. Saylor to extend the bill to Puerto Rico, Virgin Islands, Guam, and American Samoa (p. 6103). Rejected, 33-54, a Saylor amendment (to the Jones amendment) to include Texas as one of the western reclamation States (p. 6105).
11. FARM LABOR; ~~ELECTRIFICATION~~. The House Rules Committee reported resolutions for the consideration of H. R. 3822, to provide for continuation of the Mexican farm labor program, and H. R. 5376, to amend the REA funds-distribution formula (pp. 6082, 6078-9).



## CONSIDERATION OF H. R. 3822

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MAY 26, 1955.—Referred to the House Calendar and ordered to be printed

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Mr. THORNBERRY, from the Committee on Rules, submitted the following

### R E P O R T

[To accompany H. Res. 255]

The Committee on Rules, having had under consideration House Resolution 255, report the same to the House with the recommendation that the resolution do pass:





## House Calendar No. 70

84TH CONGRESS  
1ST SESSION

# H. RES. 255

[Report No. 643]

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### IN THE HOUSE OF REPRESENTATIVES

MAY 26, 1955

Mr. THORNBERRY, from the Committee on Rules, reported the following resolution; which was referred to the House Calendar and ordered to be printed

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## RESOLUTION

1       *Resolved*, That upon the adoption of this resolution it  
2 shall be in order to move that the House resolve itself into  
3 the Committee of the Whole House on the State of the Union  
4 for the consideration of the bill (H. R. 3822) to amend title  
5 V of the Agricultural Act of 1949, as amended, by striking  
6 out the termination date. After general debate, which shall  
7 be confined to the bill, and shall continue not to exceed one  
8 hour, to be equally divided and controlled by the chairman  
9 and ranking minority member of the Committee on Agri-  
10 culture, the bill shall be read for amendment under the five-  
11 minute rule. At the conclusion of the consideration of the



1 bill for amendment, the Committee shall rise and report the  
2 bill to the House with such amendments as may have been  
3 adopted, and the previous question shall be considered as  
4 ordered on the bill and amendments thereto to final passage  
5 without intervening motion except one motion to recommit.

84<sup>TH</sup> CONGRESS  
1<sup>ST</sup> SESSION**H. RES. 255**

[Report No. 643]

**RESOLUTION**

Providing for the consideration of H. R. 3822,  
a bill to amend title V of the Agricultural  
Act of 1949, as amended, by striking out the  
termination date.

---

**By Mr. THORNBERRY**

---

MAY 26, 1955

Referred to the House Calendar and ordered to be  
printed

agreed to give increases which in effect amount to an increase of \$5,000 across the board with 1 or 2 exceptions, 1 exception being that in the case of the juvenile court judge, her salary in increased by this conference report from \$11,800 to \$18,000 and the judge of the tax court is increased almost accordingly.

There has been some question with reference to comparing salaries of the judges of the municipal court here with the salaries paid judges in the various States. Let me say there is not a municipality in this Nation which pays salaries to their municipal judges comparable to the salaries contained in this conference report.

Let us take a look at the salaries paid the trial judges in the various States and remember that these trial judges in the various States are judges of courts of unlimited or general jurisdiction, while the judges of the municipal court here have only limited jurisdiction. They have jurisdiction over misdemeanor cases arising in the District of Columbia and they sit as committing magistrates in felony cases, binding the defendants charged with such felony over to the United States district court for trial. They have jurisdiction in civil cases of amounts up to \$3,000. That is the extent of their jurisdiction.

The gentleman from Minnesota intimated that we in the South pay unusually low salaries to our officials, therefore no comparison should be made with those southern States. But let me make a comparison with some of the northern States with reference to salaries paid to their judges who have general jurisdiction. Do you realize, Mr. Speaker, that if this conference report is agreed to this morning the municipal judges of the District of Columbia will draw a larger salary than every trial judge in every State of this Union except in three States, those three Northern States being New York, Illinois, and Pennsylvania.

The appeals court judges in this bill will be paid \$19,000. If the House adopts this conference report, then these appeals court judges which pass on matters appealed from the trial courts in question will draw more money than the judges of the State supreme courts of every State in this Nation with the exception of five States. Those States are: New York, New Jersey, Pennsylvania, Illinois, and California.

Let me list a few of the States where the supreme court judges do not get as much money as these judges of the court of appeals for the District of Columbia will get if this conference report is adopted: Massachusetts, Michigan, Connecticut, Texas, Minnesota, Missouri, Ohio, Rhode Island, Virginia, Maryland, Washington, Colorado, Delaware, Indiana, Iowa, Kansas, Wisconsin, Minnesota, Kentucky, Tennessee, and all other States except five States of this Union.

Mr. Speaker, I think this conference report should be recommitted to the conferees with instruction that the managers on the part of the House insist on the amendments adopted by the House.

Mr. McMILLAN. Mr. Speaker, I yield 5 minutes to the gentleman from Mississippi [Mr. WILLIAMS].

Mr. WILLIAMS of Mississippi. Mr. Speaker, I supported what I considered to be a reasonable increase in the salary of these judges when this bill was before the House the other day, in spite of the fact that in some cases many of us thought that actually it was too much. As a member of the Committee on the District of Columbia which considered this legislation, I think I can say with some degree of truth, that the committee considered the Senate figure entirely too much, and it was only after these figures were reduced to those which were carried in the House bill that the committee agreed reluctantly—and I say that advisedly—to go along with this bill.

Now, the gentleman from North Carolina [Mr. JONES] who has just presented the case for the House bill to you, has shown to you the comparable salaries received by these municipal court judges who have jurisdiction somewhat comparable to justices of the peace out in the States and compared with the rest of our States' judiciary. Now let us look at this for just a moment.

Do you know that if this bill passes as the committee of conference has reported it, the lowest salary carried in this bill is in excess of the salary paid to every governor in the United States with the exception of seven? Now, are we going to vote to accept the figures of the committee of conference, when those figures pay these municipal court judges more than our governors are drawing?

Now, let us see what this conference report does. Incidentally, I intend to offer a motion to recommit this report to the committee of conference with instructions that they insist on the amendments adopted by the House.

Mr. MORANO. Mr. Speaker, will the gentleman yield?

Mr. WILLIAMS of Mississippi. I yield to the gentleman from Connecticut.

Mr. MORANO. Is it not true that most governors have a mansion or other additional benefits that a judge does not get?

Mr. WILLIAMS of Mississippi. It is also true that governors have to run for reelection and that they also have to take care of their constituents, and the gentleman, who is in politics and has to run for reelection, should know the expense involved in that.

Mr. GROSS. Mr. Speaker, will the gentleman yield?

Mr. WILLIAMS of Mississippi. I yield to the gentleman from Iowa.

Mr. GROSS. Only a few days ago we heard a great deal of weeping and wailing in the House because some \$2 million or \$3 million was knocked out of the District appropriation bill. Where is it proposed to get the money to pay these fantastic salaries?

Mr. WILLIAMS of Mississippi. The committee was unanimous in opposition to the Senate figures.

Mr. Speaker, what does this bill do? Let us see what kind of a compromise came out of the committee of conference. I may say, figuratively speaking, the last one going in met the first one coming out with surrender in his hands. At the present time, the municipal court judges are receiving \$13,500. The Sen-

ate bill wanted to bump them up to \$19,000. We gave them \$16,000. The conference committee gave them \$18,000. At present the judges of the juvenile court are receiving \$11,800. The Senate wanted to give them \$18,500. The House gave them \$14,800. The conferees compromised by reducing the Senate figure \$500 to \$18,000. So, in the end, they are raised from \$11,800 to \$18,000.

You know, some might say that the House gave them all the money in the world, and then the Senate tried to double it.

Let us look at the municipal court of appeals. Remember that all of these are courts of limited jurisdiction. They do not handle any civil cases involving over \$3,000. They handle only criminal misdemeanors.

Mr. FORRESTER. Mr. Speaker, will the gentleman yield?

Mr. WILLIAMS of Mississippi. I yield.

Mr. FORRESTER. Is it not true that they are not only courts of limited jurisdiction, but they are the inferior courts of the District? Is that not true?

Mr. WILLIAMS of Mississippi. As I understand it; yes, sir.

The SPEAKER pro tempore. The time of the gentleman has expired.

Mr. McMILLAN. Mr. Speaker, I move the previous question on the conference report.

The previous question was ordered.

Mr. WILLIAMS of Mississippi. Mr. Speaker, I offer a motion to recommit.

The SPEAKER pro tempore. Is the gentleman opposed to the conference report?

Mr. WILLIAMS of Mississippi. Unqualifiedly.

The SPEAKER pro tempore. The gentleman qualifies. The Clerk will report the motion to recommit.

The Clerk read as follows:

Mr. WILLIAMS of Mississippi moves to recommit the conference report on the bill (S. 727) to the conference committee with instructions to the Managers on the part of the House that they insist on the amendments adopted in the House.

The SPEAKER pro tempore. The question is on the motion of the gentleman from Mississippi [Mr. WILLIAMS] to recommit.

The question was taken; and the Chair being in doubt, the House divided, and there were—ayes 84, noes 37.

Mr. O'HARA of Minnesota. Mr. Speaker, I object to the vote on the ground that a quorum is not present and make the point of order that a quorum is not present.

The SPEAKER pro tempore. Evidently a quorum is not present. The doorkeeper will close the doors, the Sergeant-at-Arms will notify absent Members, and the Clerk will call the roll.

The question was taken; and there were—yeas 170, nays 165, not voting 99, as follows:

[Roll No. 74]

YEAS—170

|             |             |               |
|-------------|-------------|---------------|
| Abbott      | Ashmore     | Bates         |
| Alexander   | Aspinall    | Baumhart      |
| Alger       | Auchincloss | Beamer        |
| Allen, Ill. | Avery       | Bell          |
| Andersen,   | Baldwin     | Bennett, Fla. |
| H. Carl     | Bass, Tenn. | Bentley       |



Berry  
Betts  
Blitch  
Boland  
Bolton,  
Bolton,  
Frances P.  
Bosch  
Bow  
Boykin  
Brooks, Tex.  
Brown, Ga.  
Brownson  
Budge  
Burdick  
Burleson  
Byrnes, Wls.  
Cannon  
Carlyle  
Chase  
Chatham  
Chenoweth  
Chilperfield  
Church  
Clevenger  
Coon  
Corbett  
Cramer  
Curtis, Mass.  
Dague  
Davis, Wis.  
Deane  
Dies  
Dixon  
Dorn, S. C.  
Doyle  
Durham  
Ellsworth  
Fernandez  
Fisher  
Ford  
Forrester  
Fountain  
Frazier  
Frelinghuysen  
Gary  
Gathings  
Gentry  
George  
Gross  
Gubser  
Hagen  
Hale

Haley  
Hand  
Harden  
Hardy  
Harrison, Va.  
Harvey  
Hayworth  
Henderson  
Herlong  
Hiestand  
Hill  
Hoeven  
Holmes  
Holt  
Horan  
Huddleston  
Jarman  
Jensen  
Johansen  
Johnson, Calif.  
Johnson, Wis.  
Jones, Ala.  
Jones, N. C.  
Kean  
Keating  
Kilgore  
Knox  
Krueger  
Laird  
Latham  
LeCompte  
Lipscomb  
Long  
Love  
McCulloch  
McIntire  
McVey  
Mack, Wash.  
Magnuson  
Marshall  
Matthews  
Minshall  
Murray, Tenn.  
Norblad  
O'Konski  
Ostertag  
Pelly  
Pfof  
Phillips  
Pulcher  
Poage  
Poff

## NAYS—165

Addonizio  
Albert  
Andresen,  
August H.  
Andrews  
Bailey  
Baker  
Bass, N. H.  
Becker  
Belcher  
Bennett, Mich.  
Blatnik  
Boggs  
Bolling  
Boyle  
Bray  
Brooks, La.  
Brown, Ohio  
Broyhill  
Buchanan  
Buckley  
Burnside  
Bush  
Byrne, Pa.  
Carrlgg  
Chelf  
Christopher  
Chudoff  
Cooley  
Cooper  
Crumpacker  
Cunningham  
Davis, Ga.  
Davis, Tenn.  
Dawson, Ill.  
Dawson, Utah  
Dempsey  
Denton  
Devereux  
Diggs  
Dollinger  
Dondero  
Donovan  
Dorn, N. Y.  
Elliot  
Engle  
Evins  
Fallon  
Fasell  
Feighan

Fenton  
Fine  
Fino  
Flood  
Fogarty  
Forand  
Gavin  
Gordon  
Granahan  
Grant  
Gray  
Gregory  
Harris  
Hays, Ark.  
Hébert  
Hinshaw  
Hoffman, Ill.  
Hollifield  
Hosmer  
Hull  
Hyde  
Ikard  
Karsten  
Kearns  
Kee  
Kelley, Pa.  
Kelly, N. Y.  
Keogh  
Kilday  
King, Calif.  
Kirwan  
Klein  
Kluczynski  
Landrum  
Lane  
Lankford  
McCarthy  
McCormack  
McDonough  
McDowell  
McGregor  
McMillan  
Macdonald  
Machrowicz  
Mack, Ill.  
Madden  
Mahon  
Martin  
Meader  
Morrow

Polk  
Ray  
Rees, Kans.  
Rhodes, Ariz.  
Rhodes, Pa.  
Riehlman  
Riley  
Roberts  
Robeson, Va.  
Robson, Ky.  
Rogers, Colo.  
Rogers, Fla.  
Rogers, Mass.  
Rogers, Tex.  
Rutherford  
Saylor  
Schenck  
Scherer  
Schwengel  
Scott  
Scrivner  
Scudder  
Selden  
Short  
Sikes  
Simpson, Pa.  
Smith, Kans.  
Smith, Miss.  
Smith, Wis.  
Teague, Calif.  
Thompson,  
Mich.  
Thomson, Wyo.  
Tollefson  
Tuck  
Utt  
Van Pelt  
Van Zandt  
Velde  
Walter  
Watts  
Weaver  
Westland  
Whitten  
Widnall  
Wigglesworth  
Williams, Miss.  
Withrow  
Wright  
Young  
Younger

Trimble  
Tumulty  
Udall  
Vanik  
Vinson  
Vorys

Abernethy  
Adair  
Allen, Calif.  
Anfuso  
Arends  
Ashley  
Ayres  
Barden  
Barrett  
Bolton,  
Bolton,  
Oliver P.  
Bonner  
Bowler  
Byrd  
Canfield  
Carnahan  
Cederberg  
Celler  
Clark  
Cole  
Colmer  
Coudert  
Cretella  
Curtis, Mo.  
Davidson  
Delaney  
Derounian  
Dingell  
Dodd  
Dolliver  
Donohue  
Dowdy  
Eberharter  
Edmondson

## NOT VOTING—99

Fjare  
Flynt  
Friedel  
Fulton  
Gamble  
Garmatz  
Green, Oreg.  
Green, Pa.  
Griffiths  
Gwinn  
Halleck  
Harrison, Nebr.  
Hays, Ohio  
Heselson  
Hess  
Hillings  
Hoffman, Mich.  
Holtzman  
Hope  
Jackson  
James  
Jenkins  
Jennings  
Jonas  
Jones, Mo.  
Judd  
Kearney  
Kilburn  
King, Pa.  
Knutson  
Lanham  
Lesinski  
McConnell  
Mailliard

Wilson, Calif.  
Wilson, Ind.  
Wolcott  
Zablocki  
Zelenko

Mr. Teague of Texas with Mr. McConnell.  
Mr. Patman with Mr. James.  
Mr. Barden with Mr. Kearney.  
Mr. Spence with Mr. Judd.

Messrs. GARY, GATHINGS, Mrs. FRANCES P. BOLTON changed their vote from "nay" to "yea."

Messrs. CHRISTOPHER, WIER, MILLER of Maryland, and HOSMER changed their vote from "yea" to "nay."

The result of the vote was announced as above recorded.

## AMENDING TITLE V OF THE AGRICULTURAL ACT OF 1949, AS AMENDED

Mr. THORNBERRY, from the Committee on Rules, reported the following privileged resolution (H. Res. 255, Rept. No. 643) which was referred to the House Calendar and ordered to be printed:

*Resolved*, That upon the adoption of this resolution it shall be in order to move that the House resolve itself into the Committee of the Whole House on the State of the Union for the consideration of the bill (H. R. 3822) to amend title V of the Agricultural Act of 1949, as amended, by striking out the termination date. After general debate, which shall be confined to the bill, and shall continue not to exceed 1 hour, to be equally divided and controlled by the chairman and ranking minority member of the Committee on Agriculture, the bill shall be read for amendment under the 5-minute rule. At the conclusion of the consideration of the bill for amendment, the Committee shall rise and report the bill to the House with such amendments as may have been adopted, and the previous question shall be considered as ordered on the bill and amendments thereto to final passage without intervening motion except one motion to recommend.

## SUPPLEMENTING FEDERAL RECLAMATION LAWS

Mr. ENGLE. Mr. Speaker, I move that the House resolve itself into the Committee of the Whole House on the State of the Union for the consideration of the bill (H. R. 5881) to supplement the Federal reclamation laws by providing for Federal cooperation in non-Federal projects and for participation by non-Federal agencies in Federal projects.

The motion was agreed to.

Accordingly the House resolved itself into the Committee of the Whole House on the State of the Union for the consideration of the bill H. R. 5881, with Mr. PRESTON in the chair.

The Clerk read the title of the bill.

By unanimous consent, the first reading of the bill was dispensed with.

Mr. ENGLE. Mr. Chairman, I yield myself 23 minutes.

Mr. Chairman, this is the second time this subject matter has been before this body. In the last Congress a similar bill passed the House under suspension of the rules. It was favorably voted out of the Senate Committee on Interior and failed of passage in the Senate in the closing days of the last session. The measure in the last session was authored by my distinguished friend, and the

So the motion to recommit was agreed to.

The Clerk announced the following pairs:

On this vote:

Mr. Flynt for, with Mr. Anfuso against.  
Mr. Lanham for, with Mr. Eberharter against.  
Mr. Colmer for, with Mrs. Green of Oregon against.  
Mr. Norrell for, with Mr. Celler against.  
Mr. Abernethy for, with Mr. Delaney against.  
Mr. Winstead for, with Mr. O'Brien of New York against.  
Mr. Shuford for, with Mr. Garmatz against.  
Mr. Jennings for, with Mr. Friedel against.

Until further notice:

Mr. Barrett with Mr. Taber.  
Mr. Ashley with Mr. Taylor.  
Mrs. Griffiths with Mr. Jenkins.  
Mrs. Knutson with Mr. Arends.  
Mr. Clark with Mr. Halleck.  
Mr. Carnahan with Mrs. St. George.  
Mr. Holtzman with Mr. Siler.  
Mr. Davidson with Mr. Cole.  
Mr. Powell with Mr. Canfield.  
Mr. Green of Pennsylvania with Mr. Adair.  
Mr. Barrett with Mr. Ayres.  
Mr. Bowles with Mr. Jonas.  
Mr. Byrd with Mr. Kilburn.  
Mr. Edmondson with Mr. Wainwright.  
Mr. Dodd with Mr. Gavin.  
Mr. Dingell with Mr. Derounian.  
Mr. Donohue with Mr. Dolliver.  
Mr. Philbin with Mr. Osmer.  
Mr. McDowell with Mr. Miller of New York.  
Mr. Lesinski with Mr. Mason.  
Mr. Shelley with Mr. Harrison of Nebraska.  
Mr. Staggers with Mr. Hess.  
Mr. Hays of Ohio with Mr. Hoffman of Michigan.  
Mr. Reuss with Mr. Jackson.  
Mr. Rivers with Mr. Wolverton.  
Mr. Yates with Mr. Allen of California.  
Mr. Bonner with Mr. Pillion.  
Mr. Dowdy with Mr. Cretella.  
Mr. Jones of Missouri with Mr. Coudert.







July 5, 1955

12. AIR POLLUTION. Passed with amendment S. 928, to provide for research on, and control of, air pollution (pp. 8509-11). For provisions of the bill, see Digest 112.
13. WHEAT. Both Houses received from the Secretary of Agriculture a letter recommending that the present exemption of durum wheat from marketing quotas be extended for one year, that wheat growers be exempted from marketing quota penalties if all of the wheat produced on their farm is used for food, feed, or seed on the farm where produced, that expansion of the non-commercial wheat areas beyond the present 12 States be authorized, that the Secretary of Agriculture be authorized to dispose of not to exceed 100 million bushels annually of low grade wheat for feed at prices 10% above the support price for corn, and (although this can be done administratively) that the Department be authorized to discount for price supports certain varieties of wheat, especially those suitable primarily for feed purposes. Referred to the Agriculture Committee (pp. 8426, 8526).
14. LANDS. Passed over without prejudice H. R. 4280, directing the Secretary of Agriculture to transfer certain submarginal lands to Clemson College, at the request of Rep. Cunningham (pp. 8477-8).

The Interior and Insular Affairs Committee ordered the following bills reported: S. 1878, to extend for five years the authority to convey to Miles City, Mont., certain ARS lands in Custer County; S. 2097, to authorize the transfer to the Agriculture Department, for research purposes, of certain real property in St. Croix, V. I.; H. R. 4096, amended, to provide for the disposal of public lands within highway, telephone, and pipeline withdrawals in Alaska; and H. R. 4308, amended, for the relief of desert-land entrymen whose entries are dependent upon percolating waters for reclamation (p. D659).
15. FOODS; ANIMAL DISEASES. Passed over without prejudice H. R. 6991, to revise, codify, and enact into positive law title 21 of the United States Code, "Food, Drugs, and Cosmetics," at the request of Rep. Cunningham (p. 8482).
16. FARM LABOR. Rep. Rogers, Colo., gave notice that he intended to offer an amendment to H. R. 3822, the Mexican farm labor bill, when it is debated. The proposed amendment would provide for regulation of transportation of Mexican farm laborers (p. 8470).
17. APPROPRIATIONS. Received from the President a supplemental appropriation estimate for the Labor Department for the Mexican farm labor program (H. Doc. 200) (June 29.)
18. STATE COMPACTS. Passed without amendment S. 1007, in lieu of H. R. 3758, to provide that GSA receive authenticated copies of compact entered into between the States (pp. 8471-2). This bill is now ready for the President.
19. PAPERWORK STUDIES. Agreed to H. Res. 262, with amendments, providing that the House Administration Committee instead of the Subcommittee on Printing make studies of unnecessary Government printing and paperwork (pp. 8524-5).
20. SOIL SURVEYS. Both Houses received a report from the Secretary of the Interior on soil survey and land classification of the lands to be benefited by the rehabilitation of major facilities of the Medford and Rogue River Valley Irrigation Districts, Oregon. Referred to the Appropriations Committee (pp. 8427, 8526).



21. CIVIL DEFENSE. Received the fourth annual report of the Federal Civil Defense Administration. Referred to the Armed Services Committee (pp. 8526-7).
22. LEGISLATIVE PROGRAM. The "Daily Digest" states: On Wed., July 6, "the House will consider ... H. R. 6059, to authorize the President to enter into trade agreements with the Philippines and revise the 1946 Trade Agreement between the two countries; and also may act on H. R. 3822, to extend the Mexican farm labor program." (p. D659.)

#### BILLS INTRODUCED

23. EDUCATION; INFORMATION. S. 2410, by Sen. Smith, N. J., (for himself and others to promote the foreign policy of the United States by amending the United States Information and Educational Exchange Act of 1948 (Public Law 402, 80th Cong.); to Foreign Relations Committee (p. 8427). Remarks of author (pp. 8431-3).
24. MINERALS. S. 2415, by Sen. Bible, to amend the Domestic Minerals Program Extension Act of 1953 in order to extend the programs to encourage the discovery development, and production of certain domestic minerals; to Interior and Insular Affairs Committee (p. 8427).
25. LIVESTOCK. H. R. 7173, by Rep. Willis, to amend section 302 of the Packers and Stockyards Act of 1921 so as to make such act inapplicable to stockyards which engage exclusively in the sale of livestock on commission at public auction; to Agriculture Committee (p. 8527).

#### ITEMS IN APPENDIX

26. FOREIGN TRADE. Sen. Lehman stated that the "defense essentiality" provision of the Reciprocal Trade Extension Act has been used as a justification for the increased tariff on Swiss watches, and inserted some New York Journal of Commerce articles maintaining that watches are not essential to national defense (pp. A4859-61).
- Rep. Jonas inserted a Charlotte, N. C., Chamber of Commerce resolution condemning recent tariff cuts in Japanese textiles (p. A4869).

27. RECLAMATION; ELECTRIFICATION. Rep. Johnson, Wis., inserted an article from an REA journal describing an all-electric farm in Barron County, Wis. (p. A4862).

Rep. Wilson, Calif., inserted an article by Rep. Hosmer giving strong arguments against the proposed Echo Park and Glen Park power projects, a part of the Colorado River storage project (pp. A4862-3).

Rep. Lipscomb inserted a report by the Washington research office of the Council of State Chambers of Commerce which terms the Colorado River storage project "one of the most expensive but least economic water resource projects ever enacted upon by Congress", and gives estimates of each State's share of the cost of this project (pp. A4863-5).

Rep. Dawson inserted a St. Louis Post-Dispatch article urging authorization of the upper Colorado River storage project in view of the elimination of the Echo Park Dam (p. A4882). He also inserted a Washington Post article along the same lines (pp. A4892-3).

Rep. Evins inserted Brew Pearson's article describing a "secret meeting" of top Government officials which preceded the President's recent decision to investigate the Dixon-Yates power contract (pp. A4866-7).

Rep. Hosmer inserted articles from newspapers in Idaho (p. A4881), Wisconsin (pp. A4882-3), and South Carolina (pp. A4889-90), criticizing the upper Colorado River storage project.



As a result of some observations that the Secretary of the Treasury had made before our committee in regard to the old-age and survivors insurance trust fund, I asked the Secretary if it was his opinion that the old-age and survivors insurance system is actuarially unsound. To this question the Secretary replied:

Yes, under the present provisions of collection and disbursement.

Mr. Speaker, this statement by the Secretary of the Treasury is totally inconsistent with a statement contained in the annual report of the board of trustees of the old-age and survivors insurance trust fund which was signed by the Honorable George M. Humphrey, as managing trustee. In that report, it is stated:

Accordingly, it might be said that in the 1954 amendments, the increase in the ultimate contribution rate meets all of the additional costs of the benefits proposed and a substantial part of the deficiency which the latest estimates indicated in the financing of the 1952 act.

Mr. Speaker, because of the vital stake that every American citizen has in the soundness of the old-age and survivors insurance system, I think it essential that the Honorable George M. Humphrey clarify the record as to the actuarial soundness of the social security system.

#### MIGRANT MEXICAN LABOR

(Mr. ROGERS of Colorado asked and was given permission to address the House for 1 minute and to revise and extend his remarks.)

Mr. ROGERS of Colorado. Mr. Speaker, there is scheduled for action by the House of Representatives this week H. R. 3822, to extend the Agricultural Act of 1949, commonly referred to as the Mexican labor bill.

Many practices have developed since this legislation was enacted. The transportation of these people under this act has created a problem. Some people using these laborers have transported them in trucks from the Mexican border for many miles. Recently, one of these trucks overturned and there were 52 people in the truck. One was killed and several injured.

We should have some regulation on this transportation, and when this legislation is considered I propose to offer an amendment, which is as follows:

Page 2, after line 18, insert the following: "SEC. 4. Title V of such act, as amended, is further amended by adding at the end thereof the following new section:

"SEC. 510. The Secretary of Agriculture, after consultation with the Interstate Commerce Commission, shall prescribe such regulations as may be necessary to require employers to provide adequately for the safety, health, and welfare of workers while they are being transported from reception centers to the places of their employment and returned from such places to reception centers after termination of employment. Any person who violates any such regulation shall, for each violation, be fined not more than \$1,000 or imprisoned not more than 6 months or both."

#### SPANISH-AMERICAN WAR VETERANS

(Mr. O'HARA of Illinois asked and was given permission to address the House for 1 minute and to revise and extend his remarks.)

Mr. O'HARA of Illinois. Mr. Speaker, I trust the House will appreciate my interest in the welfare of the Spanish-American War veterans and their widows. On Saturday last in the delightful column written by Mrs. Eleanor Roosevelt sympathetic mention was made of legislative proposals before us in the interest of the Spanish War veterans and their widows. In her concern for the rapidly diminishing remnants of the Armed Force that started our Nation on its road of destiny, and for the aged widows of those passed on, Mrs. Roosevelt, as always, truly interprets the heart of America. I wish to call the attention of the House to the fact that the present commander in chief of the United Spanish War veterans is the Honorable Lloyd Thurston, who came to the Congress with the distinguished gentleman from Massachusetts, our beloved former Speaker. He served on the Rules Committee, the Committee on Ways and Means, and the Appropriations Committee in the House, later was narrowly defeated for a seat in the other body.

It is my hope and prayer that during the administration as commander in chief of our former colleague, and while some of the veterans and the widows remain in the flesh, the too-long-delayed enactment of these meritorious measures will be adopted, I trust on the consent calendar with hearty and unanimous approval.

Mr. Speaker, as the last Spanish War veteran in this body and speaking as well for our former colleague, Commander in Chief Thurston, I am asking the thoughtful and sympathetic attention of my colleagues on both sides of the aisle as I read the words of Mrs. Eleanor Roosevelt as given in her column printed on Saturday last in newspapers from coast to coast. Mrs. Roosevelt said:

A very appealing letter come to me yesterday about a bill introduced in Congress by Representative BARRATT O'HARA, Democrat, Illinois. It deals with questions affecting the Spanish-American War veterans. The bill asks for an increase in pensions for the widows of these veterans, provides that Navy personnel in the Spanish-American War be treated on the same basis as Army personnel, and finally it asks that the Moro bill be passed to grant the veterans of Moro Province of the Philippine Islands the same pensions and benefits as are received by the Spanish-American War veterans.

This particular bill covers the longest undeclared war in our history. It started July 5, 1902, and did not end until December 31, 1913. There were 130 engagements and 5,000 casualties—15 participants received the Congressional Medal of Honor and to those who lost an arm or leg \$12 a month was granted.

Bills for these veterans have been before the Congress many times over the years and since all-Spanish-American War veterans are now getting old—68 years is the average age—this probably will be the

last time that any effort will be made to have something done to improve their conditions.

There are not many of them left so they cannot bring much pressure to bear on Congress. What they ask seems fair and right and I wonder if this last effort should not be given real consideration in the Congress at a time men, on the whole, our country is well able to support the small additional tax that these requests would entail.

#### SPECIAL ORDERS GRANTED

Mr. PATMAN asked and was given permission to address the House for 30 minutes on July 20, following the legislative program and any special orders heretofore entered.

Mr. BROWN of Ohio (at the request of Mr. PATMAN) was given permission to address the House for 30 minutes on July 20, immediately following Mr. PATMAN, and following the legislative program and any special orders heretofore entered.

#### UNDERGROUND PARKING FOR EMPLOYEES IN FRONT OF THE CAPITOL AND UNDER THE PROPOSED NEW HOUSE OFFICE BUILDING

(Mr. SIEMINSKI asked and was given permission to address the House for 1 minute and to revise and extend his remarks.)

Mr. SIEMINSKI. Mr. Speaker, to relieve parking congestion for Government employees and to make more surface space available for constituent and visitor parking on the Hill, today, letters in the mail will be addressed to the Speaker of the House, and to the floor leaders on both sides of the aisle, as well as to the Architect of the Capitol, scouting the possibilities of putting 2 floors of underground parking facilities in front of the Capitol when its center is aligned with the Senate and House wings, and under the proposed new House Office Building. In neither case will eye appeal in present blueprints be disturbed. The observation carries forward parking plans in operation in the new General Accounting Office Building, which has two floors of underground parking available for its employees, who park their cars and take an elevator to their office. It would be regrettable if the two new projects proposed for Capitol Hill did not keep pace with the up-to-date planning evident in the facilities of the General Accounting Office.

I trust that the Speaker and the floor leaders of the House and the Architect of the Capitol see sufficient merit in the suggestion to lend the project their influence and support.

#### CALL OF THE HOUSE

Mr. GROSS. Mr. Speaker, I make the point of order that a quorum is not present.

The SPEAKER. Evidently a quorum is not present.

Mr. MCCORMACK. Mr. Speaker, I move a call of the House.

A call of the House was ordered.



# House of Representatives

TUESDAY, JULY 5, 1955

The House met at 12 o'clock noon.

The Chaplain, Rev. Bernard Braskamp, D. D., offered the following prayer:

Almighty God, who hast guided our beloved country safely through many dangers and difficulties, may our hearts be filled with a greater faith in Thy divine providence.

Grant that the manifestation of Thy grace and goodness in the past may inspire us to dedicate ourselves anew to our Republic in the spirit of patriotism and fidelity.

Forgive us for oftentimes being indifferent and unresponsive to the needs and longings of others who are finding their struggles for health and happiness, and for a freer and fuller life, so burdensome and difficult.

Give us more of sympathy and understanding, of generosity and charity, and help us to close the chasms between the members of the human family, casting into those chasms our selfishness, our pride and prejudices, and changing them into beautiful highways where all shall walk together in brotherhood and good will.

Hear us as we daily remember in our prayers Thy servant, beseeching Thee to share Thy eternal wisdom with the doctors and nurses, enabling them to know just what to do for his recovery.

In Christ's name we pray. Amen.

## THE JOURNAL

The Journal of the proceedings of Friday, July 1, 1955, was read and approved.

## AUTHORIZING CERTAIN CONSTRUCTION AT MILITARY, NAVAL, AND AIR FORCE INSTALLATIONS

Mr. VINSON. Mr. Speaker, I ask unanimous consent to take from the Speaker's table the bill (H. R. 6829) to authorize certain construction at military, naval, and Air Force installations, and for other purposes, with Senate amendments thereto, disagree to the Senate amendments and agree to the conference asked by the Senate.

The Clerk read the title of the bill.

The SPEAKER. Is there objection to the request of the gentleman from Georgia [Mr. VINSON]? [After a pause.] The Chair hears none, and appoints the following conferees: Mr. VINSON, Mr. BROOKS of Louisiana, Mr. KILDAY, Mr. SHORT, and Mr. ARENDS.

## ADDITIONAL COPIES OF HEARINGS ON COMMUNIST ACTIVITIES IN FORT WAYNE, IND.

Mr. BURLESON. Mr. Speaker, by direction of the Committee on House Administration I offer a privileged resolution

(H. Res. 279, Rept. No. 1052) and ask for its immediate consideration.

The Clerk read the resolution, as follows:

*Resolved*, That there be printed for the use of the Committee on Un-American Activities 3,500 additional copies of the hearing of the 84th Congress held by the said committee on Communist activities in the Fort Wayne, Ind., area.

The resolution was agreed to; and a motion to reconsider was laid on the table.

## ADDITIONAL COPIES OF HEARINGS BY JOINT COMMITTEE ON ATOMIC ENERGY ON RADIATION STERILIZATION OF FOOD

Mr. BURLESON. Mr. Speaker, by direction of the Committee on House Administration I offer a privileged resolution (H. Con. Res. 148, Rept. No. 1053) and ask for its immediate consideration.

The Clerk read the resolution, as follows:

*Resolved by the House of Representatives (the Senate concurring)*, That there be printed for the use of the Joint Committee on Atomic Energy, 25,000 additional copies of the hearing held by the said joint committee on May 9, 1955, on "Radiation Sterilization of Foods."

The resolution was agreed to; and a motion to reconsider was laid on the table.

## INVESTIGATIONS BY PUBLIC WORKS COMMITTEE

Mr. BURLESON. Mr. Speaker, by direction of the Committee on House Administration, I offer a privileged resolution (H. Res. 147) and ask for its immediate consideration.

The Clerk read as follows:

*Resolved*, That the expenses of conducting the studies and investigations authorized by House Resolution 144, 84th Congress, incurred by the Committee on Public Works, not to exceed \$50,000, shall be paid out of the contingent fund of the House on vouchers authorized by such committee and signed by the chairman of the committee and approved by the Committee on House Administration.

The resolution was agreed to; and a motion to reconsider was laid on the table.

## STUDIES AND INVESTIGATIONS BY COMMITTEE ON AGRICULTURE

Mr. BURLESON. Mr. Speaker, by direction of the Committee on House Administration, I offer a privileged resolution (H. Res. 156) and ask for its immediate consideration.

The Clerk read as follows:

*Resolved*, That the expenses of conducting the studies and investigations authorized by

House Resolution 139, 84th Congress, incurred by the Committee on Agriculture, acting as a whole or by subcommittee, not to exceed \$50,000, including expenditures for the employment of accountants, experts, investigators, attorneys, and clerical, stenographic, and other assistants, shall be paid out of the contingent fund of the House, on vouchers authorized by such committee, signed by the chairman of such committee, and approved by the Committee on House Administration.

SEC. 2. The official committee reporters may be used at all hearings, if not otherwise officially engaged.

With the following committee amendment:

Page 1, line 2, strike out "139" and insert "266."

Mr. LECOMPTE. Mr. Speaker, will the gentleman yield?

Mr. BURLESON. I yield.

Mr. LECOMPTE. May I ask the gentleman from Texas what these two resolutions are? I understand one provides funds for investigation by the Committee on Agriculture and I believe the other by the Committee on Public Works.

Mr. BURLESON. The gentleman is correct; the one for Public Works is for \$50,000.

Mr. LECOMPTE. Both were authorized.

Mr. BURLESON. Both were authorized, and budgets have been presented to the committee supporting the request.

The SPEAKER. The question is on the committee amendment.

The committee amendment was agreed to.

The resolution was agreed to.

The title was amended so as to read: "To provide funds for the expense of the studies and investigations authorized by House Resolution 266."

A motion to reconsider was laid on the table.

## ACTUARIAL CONDITION OF OLD AGE AND SURVIVORSHIP INSURANCE FUND

(Mr. KARSTEN asked and was given permission to address the House for 1 minute and to revise and extend his remarks.)

Mr. KARSTEN. Mr. Speaker, it will be my purpose to insert in the Appendix of the CONGRESSIONAL RECORD today a statement setting forth some very alarming testimony before the Committee on Ways and Means by the Honorable George M. Humphrey, Secretary of the Treasury, on the old-age and survivors insurance trust fund.

If the Secretary of the Treasury's testimony is true, then I know of no man who has ever served in high public office who is more guilty of "fiscal irresponsibility."







# Digest of CONGRESSIONAL PROCEEDINGS

OF INTEREST TO THE DEPARTMENT OF AGRICULTURE

OFFICE OF BUDGET AND FINANCE  
(For Department Staff Only)

Issued July 7, 1955  
For actions of July 6, 1955  
84th-1st, No. 114

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HIGHLIGHTS: Senate agreed to House amendment to air pollution bill. Senate committee ordered reported bills to: increase funds for P. L. 480 and transfer its administration to USDA; include onions under CEA; amend Farm Tenant Act; provide for USDA report on tobacco research program; request USDA report on agricultural weather forecasting. House passed Mexican farm labor bill. House Rules Committee cleared farm credit bill. House received conference report on mutual security bill. Rep. Whitten discussed and inserted report on expanded foreign farm production.

## HOUSE

1. APPROPRIATIONS. Conferees were appointed on H. R. 6766, the public works appropriation bill, which includes funds for the Atomic Energy Commission, Tennessee Valley Authority, certain agencies of the Interior Department, and civil functions administered by the Army (p. 8565).
2. FOREIGN AID. Received the conference report on S. 2090, the mutual security bill (H. Rept. 1071) (pp. 8604-5). The House conferees "accepted the provision in the Senate bill requiring that \$300,000,000 of the funds authorized be used to finance the export and sale for foreign currencies of United States surplus agricultural commodities, with a clarifying amendment. The House amendment provided for a cumulative total of \$600,000,000 of such exports including \$350,000,000 for fiscal 1955 and \$250,000,000 for fiscal 1956.  
"It was the judgment of the committee of conference that this increased requirement for the utilization of United States surplus farm products in the mutual-security program could be met without impairing the effectiveness of the program."



3. FOREIGN TRADE. Rep. Whitten alleged that trade exponents, financial interests, and the technical assistance programs are conspiring to increase foreign agricultural production at the expense of the American farmer, consumer, and national interest, and that the Department of Agriculture has refused to sell surplus commodities "on a truly competitive basis." He inserted a report on agricultural commodities in foreign trade and the American farm program (pp. 8565, 8609-22).
4. FARM LABOR. Passed with committee amendments H. R. 3822, the Mexican farm labor bill (pp. 8586-8604). The Committee amendments provide for the extension of the Act until June 30, 1959; relieves employers of double liability for the cost of returning a worker to Mexico where the employer has paid once for such movement but the Mexican does not return and is later apprehended; and specifies that the Secretary of Labor is to obtain information on the availability of domestic workers, prevailing wage rates, and labor shortages in the area, and then post publicly the number of workers to be imported. The House rejected amendments that sought to: (1) require employers to offer domestic workers identical conditions and terms of employment as Mexican labor before the importation of Mexican laborers; (2) require the Agriculture Secretary to prescribe employer regulations for the safety, health, and welfare of workers being transported; (3) require the Attorney General to deport or return to reception centers workers who work for less than the prevailing wage.
5. PROPERTY. Passed without amendment S. 1290, to provide for the construction of certain Government buildings under the redevelopment plans of the District of Columbia (pp. 8605-6). This bill is now ready for the President.  
The Interior and Insular Affairs Committee reported without amendment S. 2097, authorizing the transfer to the Agriculture Department, for research purposes, of certain real property in St. Croix, V. I. (H. Rept. 1066) (p. 8623).
6. FARM CREDIT. The Rules Committee reported without amendment a resolution for the consideration and debate of H. R. 5168, which would amend the Farm Credit Act of 1955 (pp. 8604, 8623).
7. RECLAMATION. Received a report from the Comptroller General on the audit of the Bureau of Reclamation, Department of the Interior, for the fiscal years ended June 30, 1952 and 1953. Referred to the Government Operations Committee (p. 8623).
8. LANDS. The Interior and Insular Affairs Committee reported with amendment H. R. 4096, providing for the disposal of public lands within highway, telephone, and pipeline withdrawals in Alaska (H. Rept. 1062) (p. 8623).
9. MINING; FORESTS. The Interior and Insular Affairs Committee reported with amendment H. R. 6373, to extend programs to encourage the discovery, development, and production of certain domestic minerals (H. Rept. 1070) (p. 8623).
10. CUSTOMS. The Public Works Committee ordered reported H. R. 6769, to amend the act to provide better facilities for the enforcement of the customs and immigration laws so as to increase the amounts authorized to be expended (p. 8668).
11. LEGISLATIVE PROGRAM. The "Daily Digest" states that on Thurs., July 7, "the House will consider H. R. 6059, to authorize the President of the United States to enter into an agreement with the President of the Republic of the Philippines to revise the 1946 trade agreement between the United States and the Republic of the Philippines" (p. 8665).

84TH CONGRESS  
1ST SESSION

# H. R. 3822

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## IN THE SENATE OF THE UNITED STATES

JULY 7 (legislative day, JULY 6), 1955

Read twice and referred to the Committee on Agriculture and Forestry

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## AN ACT

To amend title V of the Agricultural Act of 1949, as amended.

1       *Be it enacted by the Senate and House of Representa-*  
2       *tives of the United States of America in Congress assembled,*  
3       That section 509 of the Agricultural Act of 1949, as  
4       amended, is amended by striking out "December 31, 1955"  
5       and inserting "June 30, 1959".

6       SEC. 2. Subsection 3 of section 502 of such Act, as  
7       amended, is amended by inserting before the period at the  
8       end thereof the following: "*: Provided, however, That if the*  
9       employer can establish to the satisfaction of the Secretary of  
10      Labor that the employer has provided or paid to the worker  
11      the cost of return transportation and subsistence from the

1 place of employment to the appropriate reception center, the  
2 Secretary under such regulations as he may prescribe may  
3 relieve the employer of his obligation to the United States  
4 under this subsection.”

5 SEC. 3. Section 503 of such Act, as amended, is amended  
6 by adding at the end thereof the following:

7 “In carrying out the provisions of (1) and (2) of this  
8 section, provision shall be made for consultation with agri-  
9 cultural employers and workers for the purpose of obtaining  
10 facts relevant to the supply of domestic farm workers and  
11 the wages paid such workers engaged in similar employment.  
14 Information with respect to certifications under (1) and (2)  
15 shall be posted in the appropriate local public employment  
16 offices and such other public places as the Secretary may  
17 require.”

Passed the House of Representatives July 6, 1955.

Attest:

RALPH R. ROBERTS,

*Clerk.*





84TH CONGRESS  
1ST Session

H. R. 3822

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## AN ACT

To amend title V of the Agricultural Act of  
1949, as amended.

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JULY 7 (legislative day, JULY 6), 1955  
Read twice and referred to the Committee on  
Agriculture and Forestry

which the gentleman is interested, because this water will go down the Mississippi River and not down past the gentleman's congressional district.

Mr. KEATING. It impressed me that that was natural physics, and that was my impression, but I am very glad to have it backed up by the distinguished ranking minority member of this committee, in whose judgment I have so much confidence.

Mr. GRAY. Mr. Chairman, will the gentleman yield?

Mr. KEATING. I yield to the gentleman from Illinois.

Mr. GRAY. I might say as a member of the committee, after extended hearings with the Corps of Engineers, that that is exactly the purpose of this bill. Some of the engineers feel that this diversion will not lower the level too much. Others feel there will be a greater lowering of the level. There is a controversy within the engineers themselves. The purpose of this bill is to try to determine just exactly what this additional diversion will do in the way of lowering levels. That is why everyone should support this measure, to determine exactly what effect it will have. Only through a comprehensive study of the diversion itself can that answer be determined, as to how much the level will be lowered.

Mr. KEATING. At this moment, at least, in my area I would say that the people generally feel that you just could not lower these levels too much. If the effect of the enactment of this legislation would be to lower those levels at this time, I feel it is my duty under these circumstances to support the legislation.

Mr. GRAY. Some of the engineers felt that an additional 1,000 feet per second of diversion would lower it about five-eighths of an inch and others felt it would lower it 2 inches. They are sure it will lower it some, but they do not know how much. That is the idea of having the survey.

Mr. KEATING. I realize it is a matter of inches and not too significant, but in our area with the high water levels every inch counts.

Mr. HAND. Mr. Chairman, I move to strike out the last three words.

Mr. Chairman, I am certainly not going to speak on this measure but I would like to ask a question of some informed member of the committee because it might later concern the committee of which I am a member.

I notice in the committee report on this bill the next to the last paragraph on page 3 states:

The estimated cost to the United States is \$280,000 to cover the costs of the study and review, of which \$190,000 would be incurred by the Department of Health, Education, and Welfare.

From an examination of the bill itself I find no reference to any authority given to the Department of Health, Education, and Welfare to do anything. What is the purpose of the bill in that respect? If this bill passes, are we to consider this an authorization for the Department of Health, Education, and Welfare to do something, although the bill is silent on it? This question is addressed to the

chairman, the ranking minority member, or some member of the committee, so that we may have that situation clarified.

Mr. DONDERO. As I understand it, one-half of the amount will be borne by the Army engineers and the other half by the Department of Health, Education, and Welfare.

Mr. HAND. Where does the bill make any reference to the Department of Health, Education, and Welfare?

Mr. DONDERO. The President's Commission is studying water resources, and I understand it is to go into this matter as well and study the question from the standpoint of public health.

Mr. HAND. Should not this bill authorize them to do so if they are to have money later, if this bill is passed?

Mr. DONDERO. It does not authorize \$190,000 to be paid by them, but I understand that is the arrangement made, to divide the expenses between the two, because both are involved.

Mr. HAND. Where, if the gentleman can inform me, where can I find out how that arrangement was made and what the Department of Health, Education, and Welfare is supposed to do under this legislation?

Mr. DONDERO. I cannot answer that question. I think the gentleman could find out by inquiry to the Department of Health, Education, and Welfare.

Mr. HAND. Normally, I should find it in the bill; should I not?

Mr. DONDERO. Not in this bill, not as to the \$190,000.

Mr. GRAY. Mr. Chairman, will the gentleman yield?

Mr. HAND. I yield.

Mr. GRAY. The Department of Health, Education, and Welfare has authority now, and it does not need to be in the bill. It has the authority to investigate anything having to do with Health, Education, and Welfare and, of course, this matter comes under the question of health.

Mr. HAND. Does the gentleman believe that they are authorized to study this particular situation in Chicago at Federal expense?

Mr. GRAY. They are authorized; that is right. It does not need to be in the bill.

Mr. HAND. From the standpoint of the Appropriations Committee, this is a rather vague state of affairs.

The CHAIRMAN. Under the rule, the Committee rises.

Accordingly the Committee rose; and the Speaker having resumed the chair, Mr. PRESTON, Chairman of the Committee of the Whole House on the State of the Union, reported that that Committee, having had under consideration the bill (H. R. 3210) to authorize the State of Illinois and the Sanitary District of Chicago, under the direction of the Secretary of the Army, to test, on a 3-year basis, the effect of increasing the diversion of water from Lake Michigan into the Illinois Waterway, and for other purposes, pursuant to House Resolution 293, he reported the bill back to the House.

The SPEAKER. Under the rule, the previous question is ordered.

The question is on the engrossment and third reading of the bill.

The bill was ordered to be engrossed and read a third time, and was read the third time.

Mr. DAVIS of Wisconsin. Mr. Speaker, I offer a motion to recommit.

The SPEAKER. Is the gentleman opposed to the bill?

Mr. DAVIS of Wisconsin. I am, Mr. Speaker.

The SPEAKER. The Clerk will report the motion to recommit.

The Clerk read as follows:

Mr. DAVIS of Wisconsin moves to recommit the bill, H. R. 3210, to the Committee on Public Works.

The previous question was ordered.

The SPEAKER. The question is on the motion to recommit.

The question was taken on a voice vote.

Mr. DAVIS of Wisconsin. Mr. Speaker, I object to the vote on the ground that a quorum is not present, and make the point of order that a quorum is not present.

The SPEAKER. The Chair will count. [After counting.] A quorum is not present.

The Doorkeeper will close the doors, the Sergeant at Arms will notify absent Members, and the Clerk will call the roll.

The question was taken; and there were—yeas 74, nays 316, not voting 44, as follows:

[Roll No. 109]

YEAS—74

|               |                 |                 |
|---------------|-----------------|-----------------|
| Allen, Calif. | Hale            | Norblad         |
| Bass, N. H.   | Hand            | O'Konski        |
| Baumhart      | Harvey          | Pelly           |
| Becker        | Henderson       | Phillips        |
| Bolton,       | Heseltan        | Rees, Kans.     |
| Frances P.    | Hess            | Reuss           |
| Bolton,       | Hiestand        | Rhodes, Ariz.   |
| Oliver P.     | Hillings        | St. George      |
| Bosch         | Holt            | Saylor          |
| Bow           | Hosmer          | Schenck         |
| Bray          | Jenkins         | Scott           |
| Brown, Ohio   | Johnson, Calif. | Scribner        |
| Brownson      | Johnson, Wis.   | Seely-Brown     |
| Budge         | Jonas           | Simpson, Ill.   |
| Byrnes, Wis.  | Laird           | Taber           |
| Corbett       | Latham          | Van Pelt        |
| Coudert       | LeCompte        | Vorys           |
| Curtis, Mo.   | Lipscomb        | Wainwright      |
| Davis, Wis.   | Lovre           | Wharton         |
| Derounian     | McCulloch       | Williams, N. Y. |
| Dorn, N. Y.   | McGregor        | Wilson, Calif.  |
| Fino          | Malliard        | Wilson, Ind.    |
| Ford          | Miller, Md.     | Withrow         |
| Frelinghuysen | Minshall        | Younger         |
| Gubser        | Nelson          | Zablocki        |
| Gwinn         |                 |                 |

NAYS—316

|             |                |               |
|-------------|----------------|---------------|
| Abbitt      | Belcher        | Carrigg       |
| Abernethy   | Bell           | Cederberg     |
| Adair       | Bennett, Fla.  | Chelf         |
| Addonizio   | Bennett, Mich. | Chenoweth     |
| Albert      | Bentley        | Chiperfield   |
| Alexander   | Berry          | Christophor   |
| Alger       | Blatnik        | Chudoff       |
| Allen, Ill. | Blitch         | Church        |
| Andersen,   | Boggs          | Clark         |
| H. Carl     | Boland         | Clevenger     |
| Andresen,   | Bolling        | Cole          |
| August H.   | Bonner         | Colmer        |
| Andrews     | Bowler         | Cooley        |
| Anfuso      | Boykin         | Coon          |
| Arends      | Boyle          | Cooper        |
| Ashley      | Brooks, La.    | Cretella      |
| Ashmore     | Brooks, Tex.   | Crumpacker    |
| Aspinall    | Brown, Ga.     | Cunningham    |
| Auchincloss | Broyhill       | Curtis, Mass. |
| Avery       | Buckley        | Dague         |
| Ayres       | Burdick        | Davidson      |
| Bailey      | Burleson       | Davis, Ga.    |
| Baker       | Burnside       | Dawson, Ill.  |
| Baldwin     | Bush           | Dawson, Utah  |
| Barden      | Byrd           | Deane         |
| Barrett     | Byrne, Pa.     | Delaney       |
| Bass, Tenn. | Canfield       | Dempsey       |
| Bates       | Cannon         | Denton        |
| Beamer      | Carlyle        | Devereux      |



|                 |                |                 |
|-----------------|----------------|-----------------|
| Diggs           | Kean           | Rains           |
| Dixon           | Kearns         | Ray             |
| Dodd            | Keating        | Reece, Tenn.    |
| Dollinger       | Kee            | Reed, Ill.      |
| Dolliver        | Kelley, Pa.    | Rhodes, Pa.     |
| Dondero         | Kelly, N. Y.   | Richards        |
| Donohue         | Keogh          | Riehlman        |
| Donovan         | Kilday         | Riley           |
| Dorn, S. C.     | Kilgore        | Rivers          |
| Dowdy           | King, Calif.   | Roberts         |
| Edmondson       | King, Pa.      | Robeson, Va.    |
| Elliott         | Kirwan         | Robson, Ky.     |
| Ellsworth       | Klein          | Rodino          |
| Engle           | Kluczynski     | Rogers, Colo.   |
| Fallon          | Knox           | Rogers, Fla.    |
| Fascell         | Knutson        | Rogers, Mass.   |
| Feighan         | Krueger        | Rogers, Tex.    |
| Fenton          | Landrum        | Rooney          |
| Fernandez       | Lane           | Roosevelt       |
| Fine            | Lanham         | Rutherford      |
| Fisher          | Lankford       | Sadlak          |
| Fjare           | Long           | Scherer         |
| Flood           | McCarthy       | Schwengel       |
| Flynt           | McCormack      | Scudder         |
| Forand          | McDonough      | Selden          |
| Forrester       | McDowell       | Sheehan         |
| Fountain        | McIntire       | Shelley         |
| Friedel         | McMillan       | Short           |
| Fulton          | McVey          | Sieminski       |
| Garmatz         | Macdonald      | Siler           |
| Gary            | Mack, Wash.    | Simpson, Pa.    |
| Gathings        | Madden         | Sisk            |
| Gavin           | Magnuson       | Smith, Kans.    |
| Gentry          | Mahon          | Smith, Miss.    |
| George          | Marshall       | Smith, Va.      |
| Gordon          | Martin         | Spence          |
| Granahan        | Matthews       | Springer        |
| Grant           | Meador         | Staggers        |
| Gray            | Merrow         | Steed           |
| Green, Oreg.    | Metcalfe       | Sullivan        |
| Gregory         | Miller, Calif. | Taille          |
| Griffiths       | Miller, Nebr.  | Teague, Calif.  |
| Gross           | Mills          | Thomas          |
| Hagen           | Mollohan       | Thompson, La.   |
| Haley           | Morano         | Thompson, Mich. |
| Halleck         | Morgan         | Thompson, N. J. |
| Harden          | Morrison       | Thompson, Tex.  |
| Hardy           | Moss           | Thomson, Wyo.   |
| Harris          | Moulder        | Thornberry      |
| Harrison, Nebr. | Multer         | Tollefson       |
| Harrison, Va.   | Murray, Ill.   | Trimble         |
| Hays, Ark.      | Murray, Tenn.  | Tuck            |
| Hayworth        | Natcher        | Udall           |
| Hébert          | Nicholson      | Utt             |
| Herlong         | Norrell        | Vanik           |
| Hill            | O'Brien, Ill.  | Van Zandt       |
| Hinshaw         | O'Brien, N. Y. | Velde           |
| Hoeven          | O'Hara, Ill.   | Vinson          |
| Hoffman, Ill.   | O'Hara, Minn.  | Vursell         |
| Hoffman, Mich.  | O'Neill        | Weaver          |
| Hollifield      | Osmer          | Westland        |
| Holmes          | Ostertag       | Whitten         |
| Holtzman        | Passman        | Wickersham      |
| Hope            | Patman         | Widnall         |
| Horan           | Patterson      | Wier            |
| Huddleston      | Perkins        | Wigglesworth    |
| Hull            | Pfost          | Williams, Miss. |
| Hyde            | Philbin        | Williams, N. J. |
| Ikard           | Pillion        | Willis          |
| James           | Poage          | Winstead        |
| Jarman          | Poff           | Wolcott         |
| Jennings        | Powell         | Wolverton       |
| Johansen        | Preston        | Wright          |
| Jones, Ala.     | Price          | Yates           |
| Jones, Mo.      | Priest         | Young           |
| Jones, N.C.     | Quigley        | Zelenko         |
| Judd            | Rabaut         |                 |
| Karsten         |                |                 |

## NOT VOTING—44

|              |               |              |
|--------------|---------------|--------------|
| Betts        | Frazier       | Pilcher      |
| Buchanan     | Gamble        | Polk         |
| Carnahan     | Green, Pa.    | Prouty       |
| Celler       | Hays, Ohio    | Radwan       |
| Chase        | Jackson       | Reed, N. Y.  |
| Chatham      | Jensen        | Sheppard     |
| Cramer       | Kearney       | Shuford      |
| Davis, Tenn. | Kilburn       | Sikes        |
| Dies         | Lesinski      | Smith, Wis.  |
| Dingell      | McConnell     | Taylor       |
| Doyle        | Machrowicz    | Teague, Tex. |
| Durham       | Mack, Ill.    | Tumulty      |
| Eberharter   | Mason         | Walter       |
| Evins        | Miller, N. Y. | Watts        |
| Fogarty      | Mumma         |              |

So the motion to recommit was rejected.

The Clerk announced the following pairs:

On this vote:

Mr. Smith of Wisconsin for, with Mr. Watts against.

Mr. Taylor for, with Mr. Mack of Illinois against.

Mr. Betts for, with Mr. Fogarty against.

Mr. Kearney for, with Mr. Sheppard against.

Mr. Kilburn for, with Mr. Polk against.

Mr. Reed of New York for, with Mr. Doyle against.

Mr. Gamble for, with Mr. Celler against.

Until further notice:

Mr. Durham with Mr. Jackson.

Mr. Shufford with Mr. Jensen.

Mr. Chatham with Mr. Chase.

Mr. Hays of Ohio with Mr. Miller of New York.

Mrs. Buchanan with Mr. McConnell.

Mr. Carnahan with Mr. Mason.

Mr. Green of Pennsylvania with Mr. Mumma.

Mr. Tumulty with Mr. Prouty.

Mr. Dies with Mr. Radwan.

Mr. Eberharter with Mr. Cramer.

Mr. DOLLIVER changed his vote from "yea" to "nay."

Mr. FULTON changed his vote from "yea" to "nay."

The result of the vote was announced as above recorded.

The doors were opened.

The SPEAKER. The question is on the passage of the bill.

The bill was passed.

A motion to reconsider was laid on the table.

#### EXTENSION OF MEXICAN LABOR ACT

Mr. COOLEY. Mr. Speaker, I move that the House resolve itself into the Committee of the Whole House on the State of the Union for the consideration of the bill (H. R. 3822) to amend title V of the Agricultural Act of 1949, as amended, by striking out the termination date.

The motion was agreed to.

Accordingly the House resolved itself into the Committee of the Whole House on the State of the Union for the consideration of the bill H. R. 3822, with Mr. WHITTEN in the chair.

The Clerk read the title of the bill.

By unanimous consent, the first reading of the bill was dispensed with.

Mr. COOLEY. Mr. Chairman, I yield 5 minutes to the gentleman from Arkansas [Mr. GATHINGS], the author of the bill and chairman of the subcommittee that handled the bill.

Mr. GATHINGS. Mr. Chairman, this bill is for the purpose of reducing to a minimum the number of agricultural workers from Mexico who would swim the Rio Grande River to work in agriculture in the United States.

Under the law on the statute books these workers will be brought into this country under a contract. Able-bodied workmen from our sister republic of Mexico would enter this country in an orderly and systematic manner for the purpose of working on the farms in this country. Only males would be admitted. They would come in for a specified length of time, ordinarily, to do a particular job lasting some 60 or 90 days. After completing their assignment here they would be returned to Mexico by the employer, the farmer.

For a number of years these bills have been on this floor. I call your attention to the fact that in 1943, during wartime, Public Law 45 was enacted, which terminated in December 1947. It permitted the entrance of both agricultural and nonagricultural labor into this country.

Then the Department of Labor construed that they had the authority to negotiate with the Government of Mexico as the result of this authority, and in 1948 they had an informal agreement whereby they recruited Mexicans at the border. These agreements were continued until 1949.

Then in the 82d Congress Public Law 78 was enacted; that is the law we are operating under at the present time.

In the 83d Congress Public Law 309 was passed. That was a unilateral action.

Now we are engaged in an attempt to extend Public Law 78 of the 82d Congress, which was enacted in 1951. The Committee on Agriculture held hearings at great length on this legislation. For 4 straight days all witnesses who were interested in the subject were given the privilege of testifying before the committee. We heard from all farm organizations who are interested. They all approved the extension of Public Law 78. We heard from the Department of Labor who favored, with certain amendments, the extension of Public Law 78. We also heard from the Department of State, the Immigration and Naturalization Service and the Department of Agriculture. All favor the extension of this act. Then we heard from labor groups who gave us their views. From the consensus of opinion, of all those who testified, they all felt there was a need at certain seasons of the year for the importation of Mexican nationals into this country for the purpose of doing stoop labor. It is very difficult to get domestics to do this particular type of work. The committee passed this extension legislation out by a vote of 17 yeas to 4 noes, and 6 answered "present." I wanted to give you that information because I think the committee is entitled to know how the bill was reported out to the Committee on Agriculture.

Mr. JOHNSON of California. Mr. Chairman, will the gentleman yield?

Mr. GATHINGS. I yield gladly to the gentleman from California.

Mr. JOHNSON of California. I want to associate myself with the gentleman's thinking on this problem. It is a serious thing for our State of California, where we need thousands and thousands of outside laborers to harvest the stoop, and tree, and vine crops, which we have. I want to say for the record that we treat these Mexican people very well. We give them the right kind of food, shelter, and transportation. The program has been very successful in our State. I hope the bill which the gentleman is sponsoring here today, and telling us about, will pass. We simply cannot get enough American labor to harvest these important crops.

Mr. GATHINGS. I thank the gentleman from California.

Mr. Chairman, as a matter of fact, the farmers have to pay the transporta-



tion charges from the reception center to the farm. He has to give the worker an insurance policy and suitable housing and kitchen utensils of all kinds. For the cotton pickers, the farmer furnishes the cotton sack to pick the cotton with. The farmer also gives them subsistence and, in some cases of inclement weather, where they are unable to work, he has to pay them a guaranteed amount for so much work during the existence of the entire contract. It is absolutely necessary to have some workers in the various States of the Union. Twenty-two States in the United States now use this Mexican labor; some, of course, not to as great a degree as others. Most of them will be used along the border, but 22 States do use this agricultural labor. I call attention to the fact that Public Law 78 of the 82d Congress is a most reasonable approach. Yes, this Public Law 78 is far reaching in its provisions. It protects domestic labor. I want to read just a little sentence from Public Law 78, section 503:

No workers recruited under this title shall be available for employment in any area unless the Secretary of Labor has determined and certified that (1) sufficient domestic workers who are able, willing and qualified are not available at the time or place needed to perform the work for which such workers are to be employed.

Yes, it has many safeguards written into the act.

(2) The employment of such workers will not adversely affect the wages and working conditions of domestic agricultural workers similarly employed.

The Secretary must determine that and I am quoting the law:

(3) Reasonable efforts have been made to attract domestic workers for such employment at wages and standard hours for work comparable to those offered to foreign workers.

Every safeguard is written into this act. It has worked properly. During the last year the Immigration and Naturalization Service has apprehended so many of these wetbacks and turned them back that it has caused a great increase in the number of legal contracts along the border. So it is working and working properly.

Your Committee on Agriculture had before it the bill, H. R. 3822. H. R. 3822 knocked out the termination date. That was the bill I originally introduced.

Your Committee on Agriculture passed three amendments to that bill. One was that the act should be extended for 3½ years so that it would terminate in the middle of the year, and it would not be necessary for the Department of Labor to come in and obtain a supplemental appropriation to carry the program on until the first of the year. They wanted it to expire on June 30.

Another amendment was this: It did away with double liability on the part of the employer, when he had paid the transportation of the worker back to the border. In many instances they put them on a bus, paid the fare, but they never made it to the border. They skipped out to go to Detroit or somewhere else, and then under the terms of the law the farmer would have to pay

his transportation back to the border. So after he has shown that he paid the transportation once, that would be sufficient under this amendment.

The third amendment which the committee wrote into the proposed legislation provided that when a canvass was made by the Department of Labor in any particular community, they would first go out and talk to the employer, and then they would talk to the workers and make determination as to the need for labor in that particular area, and also the amount of wages that had been paid in that vicinity.

Mr. Chairman, I hope that the bill will be approved without amendment.

The CHAIRMAN. The time of the gentleman from Arkansas [Mr. GATHINGS] has again expired.

Mr. AUGUST H. ANDRESEN. Mr. Chairman, I yield 15 minutes to the gentleman from Colorado [Mr. HILL].

(Mr. HILL asked and was given permission to revise and extend his remarks.)

Mr. HILL. Mr. Chairman, I shall use my time to explain the changes that are offered in this bill, and then to answer questions.

Mr. AUGUST H. ANDRESEN. Mr. Chairman, will the gentleman yield?

Mr. HILL. I yield to the gentleman from Minnesota.

Mr. AUGUST H. ANDRESEN. Is it not true that unless we pass this bill we will return to a situation where there will be no law covering Mexican nationals coming into the United States.

Mr. HILL. The gentleman is exactly correct.

Mr. AUGUST H. ANDRESEN. The law that we did pass and under which we have been operating sought to stop the wetbacks from coming into the United States?

Mr. HILL. That is right.

Mr. AUGUST H. ANDRESEN. Let me state again that if we do not have any law there is every possibility that a large number of wetbacks will be coming in here, and there will be no protection either to them or to American labor.

Mr. HILL. That is correct.

As far as control and direction of the illegal entrance of Mexican labor into this country is concerned, conditions between this country and Mexico have greatly improved since the passage of this act. The only reason we are asking that it be extended is that the act itself expires and we are asking, under the terms of this legislation, to extend it for 3½ years. I believe the Department of Labor recommended 4½ years, but they accepted our suggestion that we extend it for only 3½ years.

I hope you will all look at the hearings on this bill. Never since I have been a member of the Committee on Agriculture, something over 12 years, have we given more discussion to a piece of legislation that would bring labor into this country.

I cannot help but bring to your mind the situation that existed when we tried to pass this bill last year. As you will remember, a year ago the 1st of March we had the first display of firearms by a group in this Chamber. I think there

have been firearms on the floor of the House before in the pockets of some of the gentlemen who used to serve on the floor, but I am sure a year ago last March the 1st was the first time any gangsters ever appeared in a body to attack this Congress; and I am sure they thought the time to attack the Congress was when feeling was running high about bringing cheap labor into the United States, the farthest-fetched idea that any Congressman on the Committee on Agriculture ever had in his mind. At no time has the Committee on Agriculture ever felt that we should bring cheap labor into these United States. The only reason the Committee on Agriculture is concerned with bringing labor into this country in any sense whatsoever is to save crops or harvest crops.

Mr. BUDGE. Mr. Chairman, will the gentleman yield?

Mr. HILL. I yield.

Mr. BUDGE. Is it not true that in many sections of the United States the crops could not be placed in the ground and cultivated and harvested without the assistance furnished by this labor?

Mr. HILL. Exactly. The gentleman goes a step further than I did; I said to harvest the crops. At the same time, they are necessary to plant the crops; so we might say that this legislation has had quite a history. It is usual to extend the bill for only 2 or 3 years. This particular time we were asked to extend it for 4½ years. We decided to compromise and make it 3½ years. The half year is brought about through no reason whatever connected with labor but only that it may correspond with the legislative fiscal year which ends June 30.

Mr. BENTLEY. Mr. Chairman, will the gentleman yield?

Mr. HILL. I now yield to the gentleman from Michigan [Mr. BENTLEY], who had more difficulty with the gangsters than any of the rest of us.

Mr. BENTLEY. Mr. Chairman, I would like to ask the gentleman from Colorado if he can explain to me why the committee put in the provision in section 503 regarding the availability of domestic labor in the area to be certified and also the prevailing wage in the area.

Mr. HILL. We made very little change in that particular section. At no time has the Secretary of Labor had any right to bring labor into any community unless he was convinced that that particular section was short of assistance, that the farmers were in need of farm labor.

The same regulations have always been carried out concerning wages; they must pay the going wage in the area. The Secretary of Labor is given a system of deciding whether the labor is necessary and at the same time plan the program in regard to deciding the wage. As far as I know he has had little difficulty or little trouble. The law has worked I would say to the satisfaction of both those who needed labor and also the laboring people themselves.

Mr. BENTLEY. Mr. Chairman, will the gentleman yield for one further question?

Mr. HILL. I yield.

Mr. BENTLEY. If provisos were in the present law and working, can the



gentleman tell us why it was felt necessary to write a new amendment in section 503?

Mr. HILL. May I ask the chairman of the Committee on Agriculture to supply me with the information on section 503 and the change which we made in that section?

Mr. AUGUST H. ANDRESEN. Mr. Chairman, will the gentleman yield?

Mr. HILL. I yield to the gentleman from Minnesota.

Mr. AUGUST H. ANDRESEN. The purpose of the committee amendment was simply to clarify a practice that had been in operation by the Government over a period of years. We simply wrote into the law that they should look over the situation to find why it is necessary for outside labor to come in, and to see what the supply of domestic labor was. It simply carries out a practice that the Department under both administrations has had in effect for many years.

Mr. COOLEY. Mr. Chairman, will the gentleman yield?

Mr. HILL. I yield to the gentleman from North Carolina.

Mr. COOLEY. May I say that section 3 in the bill now under consideration just adds another section to section 503. It is an addition. Other than that there is no change in the original section 503.

Mr. BENTLEY. Mr. Chairman, I thank the gentlemen for their explanation.

(Mr. BENTLEY asked and was given permission to extend his remarks in the RECORD immediately following those of Mr. HILL).

Mr. PATTERSON. Mr. Chairman, will the gentleman yield?

Mr. HILL. I yield to the gentleman from Connecticut.

Mr. PATTERSON. In reading the committee report there is one question that presents itself to me. On page 2 it is stated:

The purpose of this act is to permit the Government of the United States to assume more responsibility for Mexicans who come in under the work program and for the performance of individual contracts under that program than would be possible in the absence of such legislation.

Mr. HILL. That is right.

Mr. PATTERSON. What are the liabilities and responsibilities of the United States Government when these people come across the border as wetbacks?

Mr. HILL. Let me go back for a moment. That is the only border in the world that is handled in this way. Unless you do as is provided in this bill there would be no way in the world to protect that border for miles and miles, and the folks could come into this area and start to work any place they pleased as long as the farmers would hire them. There would be no protection for the worker because he is not a United States citizen, and there would be no order under such system.

Mr. PATTERSON. What responsibility do we assume as American citizens?

Mr. HILL. Now you are getting down to our job. The farmers hire these men under a definitely planned out and organized contract. He must do certain

things under that contract. I have not a copy of it with me but I can supply the gentleman with a copy of that contract. The farmer agrees to do certain things and these certain things are necessary. He protects them. For instance, he has to provide a proper type of living quarters for them, he has to pay a certain wage, he has to pay the expense of bringing them in and taking them back. His job is to see that they get back to Mexico.

The CHAIRMAN. The time of the gentleman from Colorado has expired.

Mr. AUGUST H. ANDRESEN. Mr. Chairman, I yield the gentleman from Colorado 2 additional minutes.

Mr. PATTERSON. Under this contractual agreement I cannot see why the United States Government should assume that responsibility.

Mr. HILL. That is a fine question and I will ask the gentleman a question which will answer his question. The gentleman will have a chance to see what we think about it one of these days. Why should we guarantee anybody a dollar an hour in wages? That answers your question fully.

Mr. PATTERSON. That is irrelevant to this issue.

Mr. HILL. It is not irrelevant.

Mr. PATTERSON. That pertains to laws involving citizens of the United States.

Mr. HILL. The gentleman is living in a different world. I say to him, we do have some responsibility in letting labor in that would come for little of nothing. The gentleman says that is not our responsibility. I say it is our responsibility because you will soon find your labor folks coming in and down would go the wages of labor for miles and miles around.

Mr. SCUDDER. Mr. Chairman, will the gentleman yield?

Mr. HILL. I yield to the gentleman from California.

Mr. SCUDDER. I want to compliment the gentleman and the committee for bringing out such a good bill. It is about harvest time in my part of the country. If it was not for the Mexican laborers coming into that area and harvesting those crops there would be a loss to the farmers of that part of the country. I think it has resulted in better relations also between the two nations.

Mr. GROSS. Mr. Chairman, will the gentleman yield?

Mr. HILL. I yield to the gentleman from Iowa.

Mr. GROSS. I still am not clear about the purpose of the act. The report states that the United States Government is assuming greater responsibility. What greater responsibilities are being assumed under the provisions of this bill?

Mr. HILL. If the gentleman will be seated, I will soon tell him, if they give me more time, because our responsibility is twofold. We have a responsibility to the Government of Mexico and we have a responsibility to the people of these United States. The gentleman from California [Mr. PHILLIPS] has an idea along that line, and I will let him answer that.

Mr. PHILLIPS. The reason the United States Government necessarily comes into it is because it is international. If this were a matter between two States, there would be no need for it, but we cannot deal individually with the other country. We have a choice of having legal or illegal passage across the border, or we have a program that is supervised and controlled in which there is certification that that labor is needed and that no other labor is available, in which the farmer is to give the Mexican workers various benefits that he would not be responsible for if it were just ordinary labor. It is not cheap labor. It is necessary because American labor is not available.

Mr. HILL. If the gentleman from Iowa has not received sufficient answer, I will yield to him.

Mr. GROSS. I still do not understand what greater responsibility we are assuming under the language of your report. You say that the Government is assuming greater responsibility for this labor. The question I want answered is what responsibilities over and above those that have been assumed in the past do you propose to assume under this bill.

Mr. PHILLIPS. None whatever.

Mr. HILL. Let me answer the gentleman by saying that we expect this bill will operate more easily and that we will be able to keep the wetbacks out, the ones who come in illegally. I do not like the word "wetbacks" because you could not get enough water in that river for a chicken to get a drink out of, let alone a man to get his back wet. Labor organizations that appeared before our committee testified that with a few very simple changes made in this bill it will make the act much more equitable both to the laborers in Mexico and the United States Government.

Mr. BENTLEY. Mr. Chairman, I wish to rise in support of H. R. 3822, a bill to provide for continued importation of Mexican agricultural labor to the United States.

My own congressional district normally requires approximately 4,000 of these migrant workers annually and for many of my farmer constituents, especially those producing sugar beets and pickles, the presence of these Mexican workers is essential. Domestic labor is not present in sufficient quantities to fill this need.

I believe the committee amendment which would terminate the act on June 30, 1959, as well as the amendment to section 502 are fair to all concerned.

The committee amendment to section 503 is frankly more controversial, not so much in the new language that would be written into the bill but rather the way that it would permit maladministration of the certification for Mexican nationals. I frankly do not like section 503 as it has been amended by the committee but I intend to support H. R. 3822 nevertheless since I feel that my objections to this particular language are not sufficient to warrant my opposition to the entire bill which is so necessary to my farm constituents.

At this point, Mr. Chairman, I would like to read the text of a letter dated June 6, 1955, which I received from Mr. Max Henderson, Michigan Field Crops,



Inc., Saginaw, Mich. This letter should be of particular interest due to the large number of Mexican nationals employed by this organization:

The Honorable ALVIN M. BENTLEY,  
Member of Congress,  
New House Office Building,  
Washington, D. C.

DEAR MR. BENTLEY: Your letter of June 1, together with enclosures, was much appreciated. Since receiving it, I have carefully read the committee report.

Certainly the people in this organization cannot quarrel with the amendment which terminates the act on June 30, 1959. Also, the amendment to section 2, subsection 3, of section 502 is certainly a fair and equitable one.

The amendment to section 503 is somewhat difficult to analyze. The original wording of this amendment and the thinking behind it almost spelled out the necessity of organized labor's stamp of approval on every certification for Mexican nationals. It was viewed by all in the employer groups as a method of handling the unions a very useful tool in their so far unsuccessful efforts to organize farm labor. As the language and the committee report now stand, the amendment seems innocent enough. It does not seem to do anything that the original language of the act did not do except to urge the Secretary to do it better. If this is actually the case, then I suppose that the amendment could be considered a sop to labor generally.

The possibility that is disturbing is that insofar as I can tell the Secretary of Labor in some future year may feel that the language authorizes him to require the approval of labor unions and certainly nothing in the language prevents him from so doing if he should so elect.

It is my understanding that Representative GATHINGS has written Mr. Siciliano asking him to state in writing for the record what the Department of Labor feels this amendment requires them to do. It is also my understanding that this letter has not yet been written but that Mr. Siciliano has said that it does not mean, in their present opinion, that hearings will be held throughout the countryside but that within the appropriation granted to the Department by the Congress additional care will be exercised in the matter of certification of need and the determination of prevailing wages.

I guess what I am trying to say is that we do not like this amendment to section 503 but as the language presently stands can find no real issue to stand upon and condemn it. It may also be true that this relatively innocent language may be the means of preventing the introduction of really damaging amendments on the floor. I believe that there is some thought among certain of the employer groups of attempting to remove this amendment when the bill reaches the Senate.

All in all, I feel that we have come through with a better bill than we might have. I guess the best thing is to support it in its present form hoping at the same time that in some way the Department of Labor, which is always sensitive to union pressure, can be restrained from interpreting the language of this amendment to section 503 as giving them cause to do something silly in the future.

I appreciate very much your writing me about this and sincerely hope that my answer has been no more confusing to you than the matter is in my own mind.

Sincerely,

M. C. HENDERSON.

I also wish to read at this point the text of a letter dated June 7, 1955, from the assistant legislative counsel of the Michigan Farm Bureau. The reaction of

the farm bureau should likewise be of particular interest since it is the largest farm organization in the State of Michigan:

Hon. ALVIN M. BENTLEY,  
Michigan Congressman,  
New House Office Building,  
Washington, D. C.

DEAR FRIEND AL: Mr. C. L. Brody, executive vice president of Michigan Farm Bureau, has asked me to write you in reply to your kind letter of June 1, asking farm bureau's standpoint on the extension of the Mexican Labor Act under the bill in its amended form.

As you know, we have favored the extension of this law, and feel that it is of vital importance to many of the specialty crop areas in Michigan. The first amendment, relieving the employer of the possibility of double payment of transportation charges, seems fair to all concerned.

The amendment to section 503 seems to spell out in the act, details of administration; by and large probably they have been followed by the Department of Labor in the past. It would seem that there must be some reason for placing such language in the law and we are somewhat concerned that it may be a foot in the door approach to encourage labor organizations to speak for farm workers. It is difficult to see how this amendment improves the present act.

The third amendment, found in section 509, is simply a change of date in the period of effectiveness of the act. We would have preferred a continuing approach to this problem, and would have favored no expiration. However, a 3½-year extension is generally agreeable.

In summary, we believe the bill, as amended, could perhaps be improved by dropping the new wording in section 503. However, we would not oppose the bill as it is presently amended, and hope that an extension of the Mexican labor program will be passed.

Thanks for this opportunity to express our opinion on this legislation.

Sincerely,

DAN E. REED,  
Assistant Legislative Counsel.

Mr. Chairman, I believe that on the whole H. R. 3822 is a good bill and, for many parts of the United States, a very necessary one. I, therefore, urge its adoption in its present form and without change.

Mr. COOLEY. Mr. Chairman, I yield 2 minutes to the gentleman from Tennessee [Mr. Bass].

Mr. BASS of Tennessee. Mr. Chairman, I merely take these 2 minutes to clarify my position on this piece of legislation. I listened to the open hearings in committee and all of the discussions in executive committee, and I am going to reluctantly support this bill at this particular time. But certainly I cannot see the necessity for continuing a program of bringing in labor from other countries, working and raising basic commodities that we support under our rigid or the flexible price-support program. We have our own farmers in America who are wanting quotas of price-support crops or other crops that are not able to obtain them under the crop quota program. Now, I see here in the committee hearings, that last year under this program we brought in more than 309,000 farm workers to America to help the farm labor situation. I know that we have in my own State many well, able-bodied farmers who are interested

in securing additional crop quotas who certainly would like to replace this labor that is being brought into the country. My hope for the people who are in this big crop enterprise to get to the point where they can take care of their own crops or else reduce the amount of quota for themselves so that the farmers of America, the real Americans, who are interested in making a living on their own farms on basic commodities can secure adequate quotas to take care of their family needs.

Mr. GROSS. Mr. Chairman, will the gentleman yield?

Mr. BASS of Tennessee. I yield to the gentleman from Iowa.

Mr. GROSS. I wonder if the gentleman can estimate how many of those 309,000 that came in remained in this country?

Mr. BASS of Tennessee. I do not think anybody on the committee could answer that question. We do not know how many more came in illegally, but if 309,000 came in under the quota, my own opinion is that we have several more otherwise, because more than 600,000 were apprehended attempting to enter illegally last year.

Mr. COOLEY. Mr. Chairman, I yield 2 minutes to the gentleman from West Virginia [Mr. BAILEY].

Mr. BAILEY. Mr. Chairman, since coming to the Congress, I have consistently opposed this type of legislation. I think I have voted against it on three separate occasions. My primary objection is predicated on the fact that somebody was sufficiently interested to see to it that these Mexican farm laborers are excused from the payment of income taxes; they are excused from the payment of social-security taxes. They come in here, get a job with a farmer, run away from the farmer, and if they become ill or are hungry, they become a burden on the department of public assistance of that particular State. I could name a half dozen other reasons why I would be opposed to it, but that is all I need to know, that somebody went out of their way to write provisions into this legislation to exempt these people from the payment of income and social-security taxes; and, if for no other reason, for that reason I am opposed to the proposed legislation.

Mr. COOLEY. Mr. Chairman, I yield 3 minutes to the gentleman from Colorado [Mr. ROGERS].

Mr. ROGERS of Colorado. Mr. Chairman, I asked for this time so that I may explain an amendment that I propose to offer to this bill. I direct your attention to the amendment as it appears in yesterday's RECORD, at page 8470.

The effect of this amendment is to require the Secretary of Agriculture, after consultation with the Interstate Commerce Commission, to establish rules and regulations for the health, safety, and welfare of these workers while they are being transported to and from this work.

This was directed to my attention by the Governor of the State of Colorado, the Honorable Edwin C. Johnson, former chairman of the Committee on Interstate Commerce of the United States



Senate. The reason it was directed to his attention is that in the early part of May of this year, a truck traveling from the Mexican border, headed into Wyoming, turned over east of Denver. They had 54 people in that truck. When that occurred, 1 child was killed, 20 were injured, and the Governor of the State of Colorado took it up with the Interstate Commerce Commission to ascertain why they did not regulate it. On the 17th day of May of this year, they told him that under the present law it was the opinion of the Commission that it has no jurisdiction over such transportation even as to matters affecting safety.

Therefore, Mr. Chairman, I am hopeful that when this amendment is presented, you will recognize that there is some duty and responsibility on those who have charge of the transportation of these workers so that they shall at least receive the same treatment that cattle or hogs receive when they are transported in public conveyances.

Mr. HILL. Mr. Chairman, will the gentleman yield?

Mr. ROGERS of Colorado. I yield.

Mr. HILL. Mr. Chairman, if I read the press reports of that accident correctly—and it happened in my district—there were no internationals on that truck at all; in other words, the men, women, and children—no children come in under this act—the question is, Is the gentleman sure that there were internationals on that truck? I am sure there were not.

Mr. ROGERS of Colorado. I will say to the gentleman, whether they be internationals or nationals, or what not, the gentleman would not advocate that people who contract for these services and transport these workers in a truck should be allowed to do so without regard to any rules of safety or without regard to the welfare of the workers.

Mr. HILL. The question I want to ask is this: Any amendment you put on this legislation should not just affect the Mexicans coming in to work temporarily. Let us get back to our senses now. I am not talking any demagoguery. If you are going to protect temporary workers, let us protect all the workers who ride to work in trucks.

Mr. ROGERS of Colorado. If the gentleman will read my amendment he will find it states that the Secretary of Agriculture after consultation with the Interstate Commerce Commission shall prescribe rules and regulations for the welfare and safety of the workers in this program. If in the gentleman's opinion that does not go far enough to protect all workers that may be transported and used in this program in our State and all other States where these Mexicans are transported, then let the gentleman offer an amendment that will include them.

Mr. HILL. Will the gentleman answer my question? I thought he thought I favored hauling them around like hogs. I do not agree to any such idea.

Mr. AUGUST H. ANDRESEN. Mr. Chairman, I yield 1 minute to the gentleman from Massachusetts [Mr. MARTIN].

(Mr. MARTIN asked and was given permission to proceed out of order.)

Mr. MARTIN. Mr. Chairman, we are all very pleased today that our colleague, the gentleman from Ohio [Mr. OLIVER P. BOLTON], has returned to us to renew his active service as a Member of Congress. He has been ill for several months and has made a very difficult and gallant fight for recovery. We all rejoice that he has won that battle and is now in perfect health and has resumed the excellent service he was performing when stricken. He is a young man of great promise, one that has made a great impression upon all of us and we are happy over his recovery and the resumption of his able service. We are delighted to learn he is fully recovered and predict he will achieve greater accomplishments in the years ahead.

Mr. OLIVER P. BOLTON. Mr. Chairman, will the gentleman yield?

Mr. MARTIN. I yield to the gentleman from Ohio.

Mr. OLIVER P. BOLTON. I should like to express my appreciation not only to the gentleman from Massachusetts for those sentiments but to all of my colleagues in the House who have been so generous with their thoughts and their prayers in the weeks past. I just wish to say how good it is to be back on the job. Thank you very much.

Mr. COOLEY. Mr. Chairman, I yield 2 minutes to the gentleman from Missouri [Mr. JONES].

Mr. JONES of Missouri. Mr. Chairman, I did not intend to make a speech on this bill and will not at this time, but I should like to answer a few questions that have been raised particularly by the gentleman from Connecticut when he asked how this bill would help the American workers.

In my opinion, this bill will help exclude and will reduce the number of illegal workers who enter the United States. Since the legal workers are coming here under a contract to work at a fair wage, that will reduce the possibility of the wage rates in communities being reduced because of illegal labor.

Answering the question of the gentleman from Iowa about the further obligation under this bill, we have strengthened the bill in this respect. Before, some segments of labor contended that there was not a sufficient investigation made of the need for this labor, because inquiries were usually made only to the employers to determine the need in the community. However, by reading the bill you will see that we also provide for consultation with the workers of the community to determine if there really is a need, and also consultation with them about the prevailing wage in the community to see that we are not bringing in labor to be employed at substandard wages.

Mr. Chairman, I want to refer to one other point before I conclude. If you will take the time to read the report of the committee, or just read the bill itself, you will see that the Government does assume some additional responsibilities which will react, in my opinion, not only to the benefit of the employers who need this temporary labor during the emergency period, but will also help the labor

force in that particular community by keeping wages up.

(Mr. JONES of Missouri asked and was given permission to revise and extend his remarks.)

Mr. AUGUST H. ANDRESEN. Mr. Chairman, I yield 3 minutes to the gentleman from Kansas [Mr. HOPE].

Mr. HOPE. Mr. Chairman, I believe most Members of the House are fairly familiar with the subject matter of this legislation. It is an extension of the act of 1951. Legislation similar to this goes back to the war period and has been in existence since that time. It has been found necessary, and it is still quite necessary, to import agricultural labor into this country. I think all of us wish that that were not the case. But the fact is that if the farmers of this country are going to be able to meet the demands upon them to supply the food and fiber needed by the people of this country, particularly in the case of certain commodities, this type of labor is required.

I believe all of us can remember when it was possible to have this labor performed by American citizens. But there are very few Americans today who are willing to engage in stoop labor, and that is what most of this labor is. It is hard, tough, stoop labor.

The operation of the act which is being extended at this time has been very successful. I want to take this occasion to pay tribute to Secretary of Labor Mitchell and the Assistant Secretary of Labor, Mr. Siciliano, who has been in direct charge of this program for the very fine and effective way in which it has been carried out. At the hearings which were held by the committee, and rather extensive hearings at that, there was nothing but praise for the manner in which this act had been administered. So, the Committee on Agriculture is coming before the House today with this legislation slightly amending the act and extending it for 3½ years. I am sure there will be some pertinent discussion of its provisions, but I do not believe it is necessary to take much of the House's time in considering it. I can assure you it was considered carefully and reported by the committee only after the most thorough study and discussion.

Mr. AVERY. Mr. Chairman, will the gentleman yield?

Mr. HOPE. I yield.

Mr. AVERY. The gentleman from Tennessee made a statement which surprised and alarmed me both. I believe the gentleman said that part of this labor was being used to harvest crops which were being supported under the agricultural program. I wonder if the gentleman from Tennessee or the gentleman from Kansas could tell us how many of these laborers are used—or what proportion of them are being used to harvest these supported crops and what those crops are?

Mr. BASS of Tennessee. The statement I made was particularly with reference to cotton.

Mr. AVERY. That is what I wanted to know. Is that the only one? Is cotton the only crop?

Mr. BASS of Tennessee. No, I think that some of them are used in the wheat belt. Is that incorrect?



Mr. HOPE. That is not correct.

Mr. BASS of Tennessee. I am not sure, but the main crop that I was referring to was cotton. That is in my State. In Arkansas, Texas, and other States, cotton is the primary commodity or the basic commodity I referred to.

Mr. AVERY. Does the gentleman have any figures as to what proportion of these workers might be employed in harvesting cotton?

Mr. BASS of Tennessee. The chairman has a chart here which shows the various States.

Mr. COOLEY. Last year there were 757 workers in the State of Tennessee. It does not show the crops.

Mr. BASS of Tennessee. There were 757 in my State. In the State of Texas there were several thousand. I think most of them employed in Texas are employed in the cotton fields.

Mr. HOPE. Mr. Chairman, I yield myself 1 additional minute to say that, while some of this labor is used for cotton, in the main it is used for fruit and vegetable crops.

Mr. BASS of Tennessee. I think the only other basic commodity is rice. Is that not true? Do they not use this on rice?

Mr. COOLEY. No, I do not think so.

Mr. HOPE. If so I do not know of it.

Mr. BASS of Tennessee. Cotton is the one particular commodity to which I was referring.

The CHAIRMAN. The time of the gentleman has again expired.

Mr. COOLEY. Mr. Chairman, I yield myself 1 minute.

Mr. Chairman, we may talk about this act as much as we want to, but most of this labor goes into five States. If you eliminate those five States, there would be no need for this program. One happens to be the State of Texas. One hundred and fifty-eight thousand seven hundred and four were brought into Texas. California is next with 77,423, then Arkansas and Arizona. If you eliminate those States the program could not possibly be justified. I made that statement about a year ago. The cost of the program 2 years ago was about \$2,750,000. Some savings have been made and it is now down to \$1,750,000.

Mr. Chairman, I yield 7 minutes to the gentleman from Texas [Mr. POAGE] to make such observations about my remarks as he may wish to make.

Mr. POAGE. Mr. Chairman, I am at a disadvantage in making observations about my chairman's remarks, because I find the Committee on Agriculture is somewhat in the position of my old football coach. Some years ago the coach scheduled two major games for the same date. Naturally, he had trouble in both places. The Agriculture Committee has a bill on the floor and we had a bill before the Committee on Rules at the same time. I have been before the Committee on Rules, and I have not heard the remarks of my distinguished chairman, but I am sure they were enlightening and informative.

I do call attention to the fact that when the gentleman refers to the number of Mexican nationals who work in certain Southwestern States, two facts

must be kept in mind. In the first place, many of those States who use very few Mexican nationals use a very large number of American citizens of Latin extraction who were born in and who live in the United States. A great many people do not recognize the fact that in my own home State there are probably a million people of Latin extraction. They are American citizens just as you and I. Many of them go into the fields and indeed the factories of the North. Many of them are found working in other parts of the United States. So the fact that some of the States do not seem to use a large number of these Mexican nationals does not indicate at all that they should not be vitally concerned with the program. The success of this program involves the normal flow of American labor throughout this country. As these Latin Americans flow north, as those people want to move—and it is a legitimate practice—as that happens, there must be replacements in southern and western fields. Those replacements normally come from south of the Rio Grande.

Mr. AVERY. Mr. Chairman, will the gentleman yield?

Mr. POAGE. I yield to the gentleman from Kansas.

Mr. AVERY. Is the gentleman saying that numbers of workers of Latin extraction from Texas move up to Kansas for more desirable working conditions and therefore you have to have the Mexican laborers?

Mr. POAGE. I do not say it half so eloquently as the gentleman from Kansas would say it. I felt it would come with much better grace from the gentleman from Kansas. I do not know why these people go to Kansas, but I suppose they must spend some time there in order to keep employed while they are away from Texas. But the fact remains that a large number of American citizens do move north every year, and someone must work the crops of the Southwest. The crops are primarily fruits and vegetables on which these people work. They do help in the cotton fields, it is true, but fruits and vegetables account for the great bulk of the work.

There is no place in the agricultural field where the costs can be more quickly reflected in the market basket than in the case of fruits and vegetables. So if we do not want to deny to the American consumer the opportunity to get fruits and vegetables at a reasonable price we must not deny the opportunity to the farmer to have an adequate supply of labor at the time he needs it. The important thing is the time, because these people who move from Texas north will go and spend 6 months, they will spend the whole season before they come back, whereas there will be a period of a few weeks or a month at most when there is desperate need for lots of workers in the very area from which they move. They feel that they cannot afford to spend 5 months with very little work simply to be on hand to work for the 1 month of intensive work at home. They go away to work for long periods of employment.

Mexican nationals come in and do the more temporary work.

Primarily this is a question involving the welfare of every State in this Union as to whether we are going to carry on a controlled, a regulated, and a decent movement of labor across the Rio Grande, or across the barbed-wire fence in Arizona and California, or whether we are going to encourage the movement of the so-called wetbacks.

Mr. COOLEY. Mr. Chairman, will the gentleman yield?

Mr. POAGE. I yield to the gentleman from North Carolina.

Mr. COOLEY. I would just like to ask my friend if it is not a fact developed in the hearings that there has been a great improvement in the situation all along this 1,600-mile border.

Mr. POAGE. I think there is no question about it, and the hearings reflect that fact.

Mr. COOLEY. And this bill now is regarded somewhat as a protection for our own domestic workers.

Mr. POAGE. It is very definitely a protection for our domestic workers because it requires in the first place that before any Mexican national is employed—and, incidentally, he must be a single man or come without his family, not with a bunch of women and children as some of the pictures out here in the lobby have indicated. A single man comes into the United States working by himself under this agreement and he is guaranteed: First, the prevailing wage; second, transportation; third, housing; fourth, a whole bunch of so-called fringe benefits which makes it utterly impossible for any Mexican national to ever hope to receive employment if there are American citizens ready, willing, and able to do the work at the prevailing wage, because it simply costs the American employer more to employ the Mexican national than it would cost him to employ an American national on the ground. I know of no firmer way of guaranteeing the rights of the worker than to make it to the self-interest of the employer to employ American citizens. You cannot by legislation give to the worker the same degree of protection that the economic laws give to him.

Mr. FISHER. Mr. Chairman, will the gentleman yield?

Mr. POAGE. I yield.

Mr. FISHER. The gentleman has made a very good point in regard to protection of labor and standards provided for by this law. As pointed out a little while ago, the testimony before the committee showed beyond any question that as a result of establishing a workable plan as provided in the international agreement, the wetback menace has been reduced to a minimum simply because they can be brought in legally and they have a workable, feasible system now.

Mr. POAGE. That is right.

Mr. FISHER. So the passage of this bill without any crippling amendment would actually help control the wetback movement. Is not that right?

Mr. POAGE. That is right. It is the only plan yet suggested which has ever been able to even slow down the flow of wetbacks. If I wanted wetbacks, I would



know of no more effective way of getting thousands of them than to vote down this bill.

Mr. AUGUST H. ANDRESEN. Mr. Chairman, I yield 1 minute to the gentleman from California [Mr. TEAGUE].

Mr. TEAGUE of California. Mr. Chairman, I rise in support of the pending legislation. I am fortunate enough to represent one of the great agricultural districts in the country stretching some 400 miles along the California coast. Most of our agricultural products consist of fruits and vegetables, all highly perishable. I know positively of my own knowledge that the labor supply there is just not available to harvest these crops without the addition of this supplemental Mexican contract labor.

I heartily endorse the program and hope it will be extended as proposed by the committee.

Mr. AUGUST H. ANDRESEN. Mr. Chairman, I yield the balance of my time to the gentleman from Iowa [Mr. HOEVEN].

Mr. HOEVEN. Mr. Chairman, I am glad the chairman of the Committee on Agriculture, the gentleman from North Carolina [Mr. COOLEY] made mention of the fact that if it were not for the necessity of this program in 4 or 5 mentioned States the program could not be justified.

In considering this legislation I offered a motion in committee to extend the act for only 2½ years instead of the 4½ years recommended by the Department of Labor, feeling that the Congress should have the opportunity to review the program as often as possible. However, the committee adopted the 3½-year proviso now contained in the bill.

It is interesting to note that in the testimony given by the Assistant Secretary of Labor before our committee he expressed the fond hope that eventually this foreign labor program could be eliminated; but it seems to me that we are going to have this program with us for a long time to come. Evidence before our committee conclusively showed that American labor will not do the stoop labor work that is required in the fruit and vegetable areas of the country. In the seasonal period for fruits and vegetables it is absolutely essential to garner these crops when they are ripe and the regional labor must be available at the time. I hope the program will work out as effectively in the future as it has in the past. But I do think that as often as possible the Congress should review the program to see to it that it is working effectively for the benefit of both labor and the employers.

The CHAIRMAN. If there are no further requests for time, the Clerk will read the bill for amendment.

The Clerk read as follows:

That title V of the Agricultural Act of 1949, as amended, is amended by striking out all of section 509.

With the following committee amendment:

Strike out all after the enacting clause and insert the following: "That section 509 of the Agricultural Act of 1949, as amended, is amended by striking out 'December 31, 1955' and inserting 'June 30, 1959'.

"SEC. 2. Subsection 3 of section 502 of such act, as amended, is amended by inserting before the period at the end thereof the following: 'Provided, however, That if the employer can establish to the satisfaction of the Secretary of Labor that the employer has provided or paid to the worker the cost of return transportation and subsistence from the place of employment to the appropriate reception center, the Secretary under such regulations as he may prescribe may relieve the employer of his obligation to the United States under this subsection.'

"SEC. 3. Section 503 of such act, as amended, is amended by adding at the end thereof the following:

"In carrying out the provisions of (1) and (2) of this section, provision shall be made for consultation with agricultural employers and workers for the purpose of obtaining facts relevant to the supply of domestic farm workers and the wages paid such workers engaged in similar employment. Information with respect to certifications under (1) and (2) shall be posted in the appropriate local public employment offices and such other public places as the Secretary may require."

Mr. ANFUSO. Mr. Chairman, I offer an amendment to the committee amendment.

The Clerk read as follows:

Amendment offered by Mr. ANFUSO: On page 2, line 8, strike out all of section 3 and insert:

"SEC. 3. Section 503 of such act, as amended, is amended to read as follows:

"No workers recruited under this title shall be available for employment in any area unless the Secretary of Labor has determined and certified that (1) sufficient domestic workers who are able, willing, and qualified are not available at the time and place needed to perform the work for which such workers are to be employed, (2) the employment of such workers will not adversely affect the wages and working conditions of domestic agricultural workers similarly employed, and (3) reasonable efforts have been made to attract domestic workers for such employment at wages and standard hours of work and terms and conditions of work comparable to those offered to foreign workers."

Mr. ANFUSO. Mr. Chairman, I urge the Members of the House to accept this change in the law in the interests of simple justice for our own United States agricultural workers, as well as for the long-range protection of our domestic agricultural economy.

Let me say at the beginning that my amendment is one which was proposed to the House Agriculture Committee by the Eisenhower administration, and I hope and trust therefore that it will have the overwhelming support of my colleagues on the Republican side of the aisle as well as the Members of my own party. Its purpose is simple and clear. As Assistant Secretary of Labor Rocco Siciliano, speaking for Secretary of Labor Mitchell, explained to the House Agriculture Committee, its sole objective is to end the present discrimination which exists under the program against our own United States farmworkers. The basic question, therefore, which each Member of the House is called upon to decide when he votes on this amendment is simply this: Are you prepared to allow our own United States farmworkers to be treated any less fairly than the standard for treatment of Mexican farmworkers which you will be establishing by voting

for the passage of this law. My whole case, the whole argument for this amendment, comes down to merely that. I ask once more: Are the Members of the House ready to vote for a law which will provide better conditions of work for foreign workers brought into this country than they are ready to provide for our own domestic workers? That is what the law will provide unless this amendment is adopted.

Let me make clear, however, that this amendment would not affect any jobs except those for which it is proposed under this law to use Mexican workers. The amendment, further, would not add to the costs of the growers now using Mexican labor 1 penny, because under the law, and the International Agreement which supplements it, they are now required to offer these terms and conditions of work to the Mexican workers they import. All that my amendment would do is to require them to offer first to our own domestic workers identical terms and conditions of work, which they already must agree to offer to Mexicans under the law before the Secretary of Labor certifies them as being eligible for Mexican labor under this program. Are you ready to say—as you would be saying if you reject this amendment—that you think this law should continue to guarantee higher standards for Mexican workers brought into this country at a time when there is considerable unemployment than it guarantees to our own American workers who must compete with these foreign workers for these jobs?

Now, my interest in international affairs and world cooperation is well known to this body. I believe wholeheartedly in international assistance programs for less fortunate peoples of the world. I believe that we should be doing considerably more for Mexico and other Latin American nations under the point 4 and economic and technical assistance programs than we are presently doing. Nevertheless, I say to this body, without qualification, that while I will constantly work to promote the good neighbor approach in international affairs, I will never vote to sell the people of my own country short. That is why I am asking you to adopt this amendment. It does not provide more or additional benefits for agricultural workers in the United States. All that my amendment does is say that before we allow growers to bring foreign farmworkers in, they must be required first to offer—not one bit more—but only the same terms and conditions of work to our own farmworkers as they are ready to offer to Mexicans. What American can challenge that?

Such a requirement seems to me to be merely commonsense and simple justice. This is the view of all the great labor organizations in this country, and they are supported in this by the overwhelming majority of the Mexican trade unions. I am authorized to say by the Secretary of the United States section, Joint United States-Mexican Trade Union Committee, which speaks for the AFL, the CIO, the United Mine Workers of America, and most of the railway brotherhoods, that this amendment has their



wholehearted support. I am further authorized to say that, with the amendments recommended by the House Agriculture Committee, the absence of this one provision requiring equal treatment for our own workers is the sole remaining major objection which prevents the organized labor movement of this country from supporting this law.

We have moved forward considerably this year toward reaching a greater understanding of the purposes of this program. The organized labor movement, which in the past had opposed the program, now has come to realize that, in emergency labor shortages, this law can be made an effective instrument for meeting the growers needs. Labor spokesmen have stated categorically that they do not want one thing done to this law which will prevent growers from getting the help they need when they want it, provided such help is obtained under proper conditions. All that labor asks is that they obtain such help legally through the procedures set up by this law, that the use of illegal wetback labor be stopped, and that the terms of the law actually be enforced. Labor's chief objection to the Mexican labor program, provided the present loophole under which United States workers are discriminated against is removed, comes down largely to the fact that this law, and the related immigration laws, have not been properly enforced. I am sure every Member of the House agrees with me that the laws passed by this Congress are intended to be respected, and that such respect implies compliance with the terms of the law and proper enforcement. I do not see how any loyal American can quarrel with the demands which labor, many social-welfare agencies, church organizations, and other groups have made for adequate enforcement of this law.

Likewise, I do not see how any patriotic American can argue that a law should be passed under which people of his own country will be discriminated against because that law will guarantee to foreign workers under the international agreement that they will get terms and conditions of work higher than those offered to our own workers.

This situation comes about now, because under the International Agreement with Mexico, employers must guarantee to Mexican workers before they are certified to hire them that they will provide such benefits as housing, a minimum wage, hours-of-work guarantees, insurance for occupational injury and disease, transportation, and others, which now are not offered to domestic workers.

My amendment does not say to growers in general, that they must give these guarantees. It merely says to those growers who are already giving such guarantees to Mexicans that they also must offer such guarantees to the workers of our own country before they can become eligible under the program. It does not require any farmer who is not already giving such guarantees to Mexicans to alter his labor practices with respect to United States workers one bit. And it does not require any grower, even

those giving such guarantees to Mexicans now, to continue giving such guarantees if he decides that he can meet his labor requirements outside of this Mexican labor program. What my amendment provides is only that those growers who are already giving, or who in the future may be prepared to give, such guarantees to Mexicans must, in order to be eligible for Mexican labor, also offer such terms and conditions to United States workers.

Finally let me say that the only change in the present language of the law which my amendment proposes is the insertion of six words in the present text of section 3, section 503 of the existing act. The present law already provides that no Mexican workers shall be recruited unless the Secretary of Labor determines and certifies, among other things, that "reasonable efforts have been made to attract domestic workers for such employment at wages and standard hours of work comparable to those offered to foreign workers." That is the exact language of the law at the present time. My amendment would merely insert the words "and terms and conditions of work" in this section, so that in addition to requiring growers to offer comparable wages and hours, they also would be required to offer comparable "terms and conditions." I sincerely urge that my amendment which has been recommended by the Eisenhower administration have the complete support of both Republicans and my Democratic colleagues alike.

Mr. FERNANDEZ. Mr. Chairman, will the gentleman yield?

Mr. ANFUSO. I yield to the gentleman from New Mexico.

Mr. FERNANDEZ. Everything in the gentleman's amendment is already in the law except the words "and terms and conditions of work." Will the gentleman explain to the House what he means by terms and conditions of work?

Mr. ANFUSO. Mexican workers at the present time are given housing facilities, hospitalization, minimum wage, transportation, insurance for occupational injury and disease, and other benefits which domestic workers do not have.

Mr. FERNANDEZ. That is under the contract entered into with the Mexican worker.

Mr. ANFUSO. That is correct.

Mr. BAILEY. Mr. Chairman, will the gentleman yield?

Mr. ANFUSO. I yield to the gentleman from West Virginia.

Mr. BAILEY. Would not the gentleman say that they also had an unfair advantage in that the legislation itself provides that they shall not pay income taxes or pay social-security taxes?

Mr. ANFUSO. The gentleman is correct.

Mr. BAILEY. Is that not also unfair treatment of American labor?

Mr. ANFUSO. That is correct.

Mr. BAKER. Mr. Chairman, will the gentleman yield?

Mr. ANFUSO. I yield to the gentleman from Tennessee.

Mr. BAKER. I want to compliment the gentleman from New York for his amendment, and associate myself with him. It certainly seems to me that the American domestic worker should have all of the privileges accorded the foreign worker, including the same terms and conditions. I think this has been thought out carefully by the Department of Labor and the present administration. It seems to me to be a good amendment.

Mr. ANFUSO. I thank the gentleman.

Mr. RHODES of Arizona. Mr. Chairman, will the gentleman yield?

Mr. ANFUSO. I yield to the gentleman from Arizona.

Mr. RHODES of Arizona. I would like to ask the gentleman a question concerning transportation. Transportation of Mexican workers is paid from the reception center to the place of work. Would it be the thought of the gentleman, if his amendment is adopted, that transportation of domestic workers would be paid from their homes, say, in the Midwest to the West or wherever they might be employed?

Mr. ANFUSO. I think not. I think there is enough American labor in that vicinity that transportation would not be necessary for American workers.

The CHAIRMAN. The time of the gentleman from New York has expired.

(Mr. ANFUSO asked and was given permission to proceed for 5 additional minutes.)

Mr. COOLEY. Mr. Chairman, will the gentleman yield?

Mr. ANFUSO. I yield to the gentleman from North Carolina.

Mr. COOLEY. If the gentleman's amendment is adopted, would it not be entirely possible that under this program agricultural workers on the east coast or in the far South might be recruited and have their expenses paid clear across the country to work in the fields of California or even in the Northwest? You could not apply this law, it seems to me, to one group of workers in America and deny the benefits of it to the industrial groups, those unemployed in Pennsylvania, Maryland, and other places. It seems to me we are bringing this to an almost impossible situation. This one other thought; that is that a lot of this labor moves intrastate and never goes into interstate commerce. We have no way of dealing with that which is wholly within the State.

Mr. ANFUSO. I am given to understand that there is enough labor in those particular localities which will not make it necessary to transport workers from the north to the south.

Mr. COOLEY. Suppose the State of California has enough workers at one end of the State who are available. The gentleman's amendment would provide that under this program the Secretary would have to offer those northern California workers the same opportunities he offers workers from south of the border. How can he regulate that if it is wholly intrastate?

Mr. ANFUSO. That would be entirely up to the department. And I might say



that the Department of Labor is willing to undertake that regulation.

Mr. COOLEY. But they have no authority in the State.

Mr. JOHNSON of California. Mr. Chairman, will the gentleman yield?

Mr. ANFUSO. I yield to the gentleman from California.

Mr. JOHNSON of California. It seems to me the gentleman's plan is absolutely unworkable and his assumption is wrong. The reason we need these workers from Mexico is that there are not enough American workers who will take those jobs to harvest these crops which have to be harvested in a very short space of time.

Mr. ANFUSO. I am afraid that a great many people disagree with that statement. I understand that there are too many American workers out of jobs now who are looking to come in under this program.

Mr. FERNANDEZ. Mr. Chairman, will the gentleman yield?

Mr. ANFUSO. I yield to the gentleman from New Mexico.

Mr. FERNANDEZ. Would not this have a tendency to set a standard, including transportation, for all similar domestic workers all over the country? Once it is offered to one set of workers in my State, for example, it would have a tendency to set the same requirements all over the country. And if that is so, should not the Committee on Labor look after this legislation rather than the Committee on Agriculture?

Mr. ANFUSO. That is another question. I think the Committee on Labor could consider it. But for the moment we should be concerned with this problem as it is. We are faced with this problem.

Mr. SAYLOR. Mr. Chairman, will the gentleman yield?

Mr. ANFUSO. I yield to the gentleman from Pennsylvania.

Mr. SAYLOR. I want to commend the gentleman on offering his amendment because, in my opinion, all his amendment does is to make American labor equal to Mexican labor under this bill. Am I correct in the analysis that if there is no American labor available then any Mexican labor can be hired?

Mr. ANFUSO. That is correct.

Mr. KING of Pennsylvania. Mr. Chairman, I move to strike out the last word.

Mr. Chairman, as a farm employer of foreign labor, I think I should say that this amendment should not be harmful, particularly, neither will it do any good. I know a great many of the employers who use this Mexican labor in Texas and California, and know the system under which they must operate their farms. I happen to be located in the East, as you know, and therefore do not use Mexicans but do import labor from Puerto Rico, some Jamaicans, and incidentally some West Virginians. As a practical matter on this transportation and the special benefits, I do not know any employer in the business who is not willing to give the work to the domestic labor, in fact, would perhaps prefer to give it to domestic labor. I certainly do not know of any employer who denies to

native labor any of the benefits paid to foreign labor. It is true that the employer actually executes a contract where he must give it to the Mexican labor, but just as a practical proposition in the handling of his farm operations he would be glad to give it to any individual or group of domestic laborers who would come in and do that type of work.

With respect to transportation, sure, he would be willing to pay the equivalent in transportation. In my operation, if I may be personal, we pay transportation for native workers from Florida, Georgia and West Virginia as well as for imported labor and they all have the same side benefits in the form of protective insurance hospitalization, etc.

We in our operations, and I am sure all these fruit and vegetable operators, are perfectly willing to give the same sort of terms to any domestic labor that is willing to come in and do the work.

Therefore, I say that this amendment is more or less useless in behalf of native labor and it does impose added difficulties and expense to administration. The amendment should be defeated.

Mr. GATHINGS. Mr. Chairman, I move to strike out the last two words.

Mr. Chairman, the gentleman from New York is a very fine man. He is a good member of our committee. He is an earnest and hardworking man. He works tirelessly and looks after the interests of his constituents.

We adopted the amendment of the gentleman. It has been explained here that his amendment provides that before certification can be had in a particular community the Secretary of Labor will go out and confer with the actual workers themselves as well as the employers and make a determination as to the need, as well as the amount of wages to be paid.

Now the gentleman comes in with this amendment which adds the words "under the terms and conditions offered the foreign worker." In other words, domestic workers must come in under the identical terms and conditions. They have to have the same so-called fringe benefits the foreign workers have. They have to be transported from the place of their abode on across to where the workers are needed. Yes, they are going to be taken down to Florida on a nice little trip under the same terms and conditions. They will go to Florida—and listen, he is an American citizen; he does not have to work one single day. He can run off and leave his contract after being employed only 1 day. He can go down there and be ready to come back home the very next day. And who pays the bill? The poor, distressed farmer has to pay the bill under the gentleman's amendment. The farmer will have to bear the burden of that and he will have to pay.

Mr. FISHER. Mr. Chairman, will the gentleman yield?

Mr. GATHINGS. I yield.

Mr. FISHER. The gentleman referred to insurance as one of the terms and conditions. Of course, insurance and transportation and housing as well as, perhaps, the minimum wage that is

provided on contract labor is involved in this issue. Under the international agreement, every employer of Mexican Nationals under this program is required to carry a life insurance policy on the worker while he is working for him; is that not correct?

Mr. GATHINGS. That is right.

Mr. FISHER. Here the gentleman provides in one fell swoop by this amendment to require every farmer in America and every employer of farm labor in America, before he is allowed to hire a man to work on his farm, to have to take out a life insurance policy on the worker's life. I just cannot believe that he has thought out the implications of his proposal or he would never have offered it here.

Mr. GATHINGS. They would have to offer them housing facilities and they would have to give them kitchen utensils and so on.

Mr. FISHER. Not only that, but under the special contract and the restrictive arrangement which we have with Mexico with regard to this labor, we are allowed to transport only one individual; is that not correct?

Mr. GATHINGS. That is right.

Mr. FISHER. We are not allowed to bring in the whole family and here under this arrangement, he could probably bring his whole family along with him.

Mr. GATHINGS. Yes, his wife and children would have to be carried all across this great land of ours. Under the contract we have with Mexico, just one able-bodied man is under contract.

Mr. FERNANDEZ. Mr. Chairman, will the gentleman yield?

Mr. GATHINGS. I yield.

Mr. FERNANDEZ. The terms and conditions of the agreement we have with Mexico prohibit the bringing in of the man's family. The man cannot bring his family with him.

Mr. GATHINGS. That is true.

Mr. FERNANDEZ. As a matter of fact, this Mexican program is regimented and it is regimented for a very good reason. It is affected with a public interest, and that is the effort to keep down the evergrowing wetback problem that had plagued us before this law was passed. That is the reason we are justified in expending public funds in this program, otherwise we would not be justified in doing that.

Mr. GATHINGS. The gentleman is correct. One of the main faults with this amendment in addition to what has been mentioned here is that the Government of Mexico would be the bargaining agent for the domestic American workers of this country. That is what it amounts to. It would, in effect, place working conditions and the rates of pay of American farm workers under the will and the arbitration of the officials of whatever government may be in power in Mexico.

I hope this amendment will be voted down.

Mr. HAGEN. Mr. Chairman, I rise to speak on the bill.

Mr. Chairman, I am a member of the Committee on Agriculture which considered this legislation. I sat in on most of the hearings and supported an exten-



sion of this program with proper safeguards. I do not want to talk specifically on this amendment, but I do wish to speak generally on the bill. This is a piece of legislation which you can consider in all its aspects with a real rule of reason, unclouded by any emotion or prejudice. It is true there are radicals and conservatives on both sides of this question. There are some employers of this labor, and of migratory, domestic labor who are completely callous to the welfare of their workers, and if they could use the device of foreign labor to beat down the wages of domestic workers, and if they could secure the Mexican workers cheaper, at say 5 cents an hour, they would do so. On the other hand, there are some persons in opposition who are opposed to the program regardless of whether there is a need for it or not. But most of us are, or should be, in the middle, in a conservative position, applying a rule of reason to this problem. We recognize, and responsible labor spokesmen recognize, that there is a need for this program in some areas at certain peak seasons of the year. At the same time we recognize that domestic labor is entitled to assurances that the program will not be used to supplant their work or lower their wage scales and working conditions. Concurrently the whole community has an interest in a fair program because a program subject to abuse swells local relief rolls, deprives merchants of customers, incites crime, and in the case of the Mexicans has brought a problem of narcotic addiction.

The reasonable advocates of the program recognize that this necessity of importing foreign nationals to work in our fields should be a temporary aspect of American life, and that the program should have a reasonable termination date.

Also, I am sure the reasonable employers are in agreement that there should be standards in the bill which would guarantee that the program is not used to beat down the wages of the domestic workers, and that there be a reasonable determination of the need for this labor in a given area at a given time, and that there be a reasonable determination that safeguards of the wages to be paid these Mexicans should be placed in the legislation, to the end that they are protected and that the wages were not so low as to depress American labor.

Mr. JOHNSON of California. Mr. Chairman, will the gentleman yield?

Mr. HAGEN. I yield.

Mr. JOHNSON of California. I think the gentleman is making a sensible and a real argument for this program the way it is written. Is it not true that the California Farm Placement Service combs the areas of the town and they find that American workers are not available; and based on that, then they figure out how many Mexican nationals they have to bring in?

Mr. HAGEN. I am glad the gentleman brought that up. This is administered by the States, in effect with varying standards of performance. The Department of Labor relies upon the determination of State employment officers to determine the necessity for this

labor and the prevailing wages to be paid. I am certain the program has been abused in some areas. It is more fairly administered in some States than in others. I think probably the administration in California has been better than in almost any other State with some differences even among areas intrastate. For that reason, if for no other, I want to see that there are sufficient safeguards in this legislation to protect our farm employers who pay a fair prevailing wage, and who use this labor only when it is absolutely necessary, with some minor exceptions. The theory in law back of this is that there be a determination of need on the basis of an unbiased community survey and that there be administrative determination of prevailing wages on the same basis.

Finally, I would like to reiterate this is not a problem just of labor and management. It is a community problem. Whether these immigrants are legal or illegal, they bring a whole host of social problems with them. We have had a tremendous upsurge of narcotics use in certain territories, attributable in part to the presence of this foreign labor. One of my county supervisors told me that one-third of the burden of aid to needy children in his county was attributable to the Mexican nationals. There was no way of enforcing responsibility, because he was here today and gone tomorrow and this expense is shared by the county, State, and Federal Governments. The increase in petty thefts has grown in latter years. We have had a tremendous unemployment problem in central California with thousands of domestic workers going on relief. I am hopeful that the Labor Department will carry out the intent of this statute, exercise a closer supervision over State determinations, and prevent admitted abuses which will wreck the program for both deserving and undeserving employers, if long tolerated.

The CHAIRMAN. The time of the gentleman from California [Mr. HAGEN] has expired.

(Mr. HAGEN asked and was given permission to revise and extend his remarks.)

Mr. ROBSION of Kentucky. Mr. Chairman, I move to strike out the last word.

Mr. Chairman, very properly, the workers of this country are reluctant to see any foreign workers brought in here who may be competing with them. That is understandable. I think very properly we have written into the law certain safeguards for persons who are brought in. First, it must be determined that there are not sufficient domestic workers who are available for the employment.

Second, that the employment of these foreign workers will not adversely affect the wages and working conditions in the area.

Third, that reasonable efforts have been made to attract domestic workers to such employment.

This amendment seeks to do one thing and one thing only, and that is to put the American worker on exactly the same basis as the Mexican worker. If

the American worker is already getting the same consideration, or if he will receive the same consideration from the employer, then this is not going to do any harm. The Department of Labor considered this necessary, and I am willing to accept their word and their experience that it is necessary.

Mr. ANFUSO. Mr. Chairman, will the gentleman yield?

Mr. ROBSION of Kentucky. I yield.

Mr. ANFUSO. Is it not a fact that all my amendment seeks to do is to apply comparable terms? In other words, if we are going to pay a Mexican worker \$50 for transportation why should we not pay \$50 to an American worker?

All my amendment seeks to do is to add six little words that give comparable conditions to our American workers. Is not that a fact?

Mr. ROBSION of Kentucky. That is true. It perhaps would raise some difficulties of administration.

The statement that it would apply to every farmer in the country, of course, is not true. It means that before you can employ Mexicans you have got to set up the same standards for Americans; that is exactly what it means, no more and no less. If it is true that you could get enough Americans under these conditions then you would not have to employ Mexicans, and if you do not need Mexicans, then you do not have to pay the Americans the same wages or give them the same terms and conditions.

Mr. FISHER. Mr. Chairman, will the gentleman yield?

Mr. ROBSION of Kentucky. I yield.

Mr. FISHER. I am pleased to have the clarification of the amendment because it was misunderstood. I was under the impression that if this amendment were adopted and a farmer out in Arkansas or Texas hired a domestic worker he would have to carry the same insurance on him that he does under the terms of our international agreement with Mexico if he employed a Mexican national; but I understand the gentleman to say that does not apply.

Mr. ROBSION of Kentucky. He would have to pay him or give him the same.

Mr. FISHER. I am speaking of insurance. He is required to carry insurance on the life of the Mexican national, but under the amendment he would not be required to take out a similar insurance policy on any domestic worker he might employ.

Mr. ROBSION of Kentucky. My time is limited. I will say this. Before he would employ a Mexican he would have to take out some insurance. If he does not want to take out that insurance on an American then he does not have to employ a Mexican. This is only for this one type of employee, the Mexican.

It seems to me that the burden of this amendment is not on the proponents; I think you gentlemen who are opposing it are going to have to do some pretty strong explaining as to why an American is not entitled to the same consideration as a Mexican; at least it is that simple as far as I am concerned.

Mr. COOLEY. Mr. Chairman, will the gentleman yield?



Mr. ROBSION of Kentucky. I yield.

Mr. COOLEY. How is it possible for Congress to legislate with reference to labor that is entirely intrastate? The gentleman is proposing something in those little words, those six little words, that is a nullity. How can we impose any restriction on any landlord or any worker in the State of Texas that does not even go out of his neighborhood or his township? That is what is proposed by this amendment.

Mr. ROBSION of Kentucky. It is my understanding the Department of Labor has recommended this.

Mr. COOLEY. I do not care what the Department of Labor has recommended. If they did, they did not understand it either. The gentleman is a lawyer.

Mr. ROBSION of Kentucky. I am willing to take the Department of Labor's words that it is needed and that it can be made effective.

Mr. COOLEY. But as an attorney and as a lawyer the gentleman knows we cannot legislate with regard to wholly intrastate matters.

Mr. PHILLIPS. Mr. Chairman, will the gentleman yield?

Mr. ROBSION of Kentucky. I yield.

Mr. PHILLIPS. I think the gentleman must be in error about the Secretary of Labor or the Department of Labor recommending this.

The CHAIRMAN. The time of the gentleman from Kentucky has expired.

(Mr. ROBSION of Kentucky asked and was given permission to revise and extend his remarks.)

Mr. RABAUT. Mr. Chairman, I move to strike out the last word and rise in support of the amendment.

Mr. Chairman, I want to relate to the Committee an experience I had in my district last year. I have no farms in my district, but we do have some Mexican labor that comes up for the sugar-beet crop in Michigan.

It seems that they transport these employees a great distance in trucks, both to work in the morning and from work at night. Sometimes the workers stand around for quite a long while in the morning before their transportation picks them up, and then they are packed like sardines standing in trucks, the trucks being driven quite a number of miles.

One of these men was selected by the group to go back to the head office of the labor organization in Detroit and make a complaint because many of them caught colds, having been sweated up and then driven through the wind standing up in a truck.

The Labor Department turned him over to the Immigration authorities and the Immigration authorities without any further investigation stuck him in jail. Somebody brought the matter to my attention and I went down there. They were surprised that a man that was legitimately sent by a group of his fellow citizens to make a complaint had been put in jail. They left him there. I think he was in jail for 4 or 6 weeks. I thought it was terrible. He was let out the next day after I got down there.

Mr. Chairman, here is some information I happen to have, talking about American labor being discriminated

against. Here is the Arkansas Gazette: 109,700 get surplus food during May—American citizens—and they estimate that the surplus food of the Federal Government will reach the proportion of \$10 million for the year. That is dated June 3, 1955.

Here is May 20, 1955. Arkansans to employ more Mexican labor. Last year they had 7,400, this year 10,300, but with 109,000 getting surplus food and out of work.

So the Mexican nationals arrive. This is on May 26. I only mention this as an example.

Mr. GATHINGS. Mr. Chairman, the gentleman has picked out my State, will he yield?

Mr. RABAUT. This is the only information I have. I do not take this particular State to offer as a citation, but it is the only one I have. The same thing is going on everywhere else.

Mr. GATHINGS. I want to say to the gentleman, he is aware of the fact that before any Mexicans can be certified into this country, they must go first and make a determination that there is a need for bringing them in.

Mr. RABAUT. I agree, but there must be somebody overlooking this 109,700 on relief.

Mr. GATHINGS. I want to say to the gentleman that we have had a serious drought in Arkansas. We have prayed for rain and we got some good rain during the spring. But we do need the labor to harvest our crops.

Mr. RABAUT. I want to say to the gentleman I know that everyone who is getting surplus food cannot do farm work.

Mr. GATHINGS. That was back in the winter time. The gentleman did not give the date.

Mr. RABAUT. I gave the date. It was June 3.

Mr. GATHINGS. June 3. Read the whole article.

Mr. RABAUT. 109,700 get surplus food during May. That is this year, 1955.

Mr. COOLEY. Mr. Chairman, will the gentleman yield?

Mr. RABAUT. I yield to the gentleman from North Carolina.

Mr. COOLEY. How many people are getting surplus food in the gentleman's State of Michigan?

Mr. RABAUT. I presume there are some in our State getting it.

Mr. COOLEY. The gentleman presumes?

Mr. RABAUT. The same situation exists in the gentleman's State, too.

Mr. COOLEY. But you are getting 5,000 of these workers in Michigan. You came before our committee and told us there were thousands or tens of thousands of people in your district in need.

The CHAIRMAN. The time of the gentleman from Michigan has expired.

(By unanimous consent (at the request of Mr. RABAUT) Mr. RABAUT was allowed to proceed for 2 additional minutes.)

Mr. COOLEY. My recollection is you have an enormous number of people receiving food up there.

Mr. RABAUT. That is the point I am making. I am not against the program to bring them in, but I am in favor of an

American getting the first choice. If we can spend money on a national from Mexico, why can we not spend some money on an American citizen?

Mr. COOLEY. It is already in the law that the Department must certify that there is no American available for the work before they can employ the Mexicans.

Mr. RABAUT. Does the gentleman think it is being properly checked? Does he not think there is a loophole some place, when you see this in print in the paper?

Mr. COOLEY. It is print there, but those may be incapacitated, they may not be qualified.

Mr. RABAUT. A hundred thousand? That is a lot of people to be disqualified.

Mr. FERNANDEZ. Mr. Chairman, will the gentleman yield?

Mr. RABAUT. I yield to the gentleman from New Mexico.

Mr. FERNANDEZ. If the same terms and conditions which are offered to the Mexicans under their contracts are offered to the American workers—and that is to be the criterion—my opinion is that we will have no Mexicans here, because the Americans could not afford to take the kind of contract we give to the Mexicans.

Mr. RABAUT. That is all right, but at least it should be offered to them.

Mr. FERNANDEZ. But if you make that the criterion, then it would be easier to get Mexicans here.

Mr. RABAUT. We in this House should not legislate against American citizens. I am for this Mexican labor that comes in here, and I think they have done a great service, but I do not think we have always treated them right. We treated them better in the beginning than we are lately.

Mr. FERNANDEZ. I disagree with the gentleman. I think we are treating them very well.

Mr. PHILLIPS. Mr. Chairman, I move to strike out the last word.

I would like to come back to this question of that part of the gentleman's amendment which has to do with the payment of equal wages to the nationals coming in from Mexico and to the American workman. At first glance, this seems like a very innocent provision, but, as I said to the gentleman from Kentucky at the moment his time ran out, it is a self-defeating amendment. I feel positive that this was not recommended by the Department of Labor. At least, I should be extremely surprised if I learned that, because a national coming in from Mexico under contract is paid not only the prevailing wage in the area under the terms of the contract, it having been certified that there was no American labor available, but the national then is given some dozen or more fringe benefits, such as transportation, hospitalization, insurance, and other things.

Let me recite specifically what would happen if this amendment were to prevail. These fringe benefits or an equivalent would presumably have to be paid to the American worker, and, therefore, under the existing law, and again that would become the wage paid in the area,



and so a ladder of increases would commence and the provision would be impossible to enforce. I hope the membership will keep that in mind before there is a vote. It is a laudable academic idea. Nobody wants a Mexican national if American labor is available. It is not cheap labor. Not as a moral issue nor as an academic issue, but strictly as a legal issue it would be impossible to enforce it, and the amendment should be voted down.

Mr. POAGE. Mr. Chairman, I move to strike out the last word.

Mr. Chairman, I am sure that my colleague, a member of our committee, from New York introduced this amendment in the best of faith with the hope that he would be able to render some service to the laboring men of this country. I would like to see us be able to improve the standard of living of American farm workers, but merely doing something that may look on its face as if it were going to be helpful can oftentimes be the most dangerous thing you can do.

The people who would be hurt most by this amendment would be the American farm workers. They are the people who have the most to lose, because they now have some real effective protection which neither this Congress nor any other legislative body can ever give to labor, because no legislation that you can pass can ever be as effective as the self-interest of the employer. Today it is to the self-interest of the employer to use American labor if it is available. He saves money by doing it. He gets better work, more work, for less money when he can get American workers. And I do not know any American employer who does not use American labor if he can get it. Now, then, if you make this American labor cost him more than it costs him to use Mexican labor or even exactly the same amount, you have taken away that one great bulwark of protection that American labor has today. Pass this amendment and we have made that American laboring man rely upon an edict of a Congress rather than upon the firmness of the economic law to be sure that he gets employment. You have made him rely upon the efficient and intelligent enforcement of the law. Members have just stood here on the floor and told us how this law was not properly enforced. You have just told us that it was utterly impossible to get all of the enforcement that we ought to have. And yet you try to substitute reliance upon some governmental bureaucrats for the firm assurance which economic self-interest today gives to the American worker. I do not know how in the world anyone can say that is a sounder or a better protection. After all, our American workers have been getting pretty sound protection. You do not point to any place where American employers have failed to use American labor if they could get it. On the contrary, they try each time to get it and when they cannot get it they use Mexican labor, and only when they cannot get American workers, because they know today that it

would cost them more to use Mexican nationals.

I think it would be a tragedy if this Congress, in a wild desire to try to do something that would look good in the newspapers, look good to American labor, were to destroy the firm protection that American labor has today, destroy the economic protection.

Then, of course, you do another thing to which everyone on both sides of the aisle has given much lip service. You destroy every vestige of the rights of the States, in regard to local contracts. Under our form of government, the States have the right to determine all of these matters that you want to determine, for local American labor. The Federal Government does not have the right to do it. The Federal Government has the right to legislate here only because these Mexicans are engaged in international commerce, international business, only because they are not citizens of the United States. That is the only reason the Federal Government has the right to prescribe the terms of these contracts.

If you want to go ahead and in plain violation of the Constitution proceed to pass legislation proclaiming the right of the Federal Government to control the relations between citizens of the same State, the employer, and the employee, then of course you are flying right squarely in the face of every doctrine that we have preached about States rights. You know we do not have any such constitutional right as that.

One more thing, and that is the practical application of this amendment. I know that the gentleman intended to write a practical amendment. But I wish the gentleman from New York [Mr. ANFUSO] would tell me in what area these offers have got to be made. Is it true that if a man in Arkansas needs some people to pick cotton, or a man in California needs some people to pick grapes, and there are unemployed people in Minnesota, that they have but to write a letter to somebody and say, "We want a job and we want you to send a bus and get us and transport us to California"? Is that what the amendment does?

Mr. ANFUSO. I do not think so.

Mr. POAGE. What is there in the gentleman's amendment that would limit it?

Mr. ANFUSO. I think this. If in a particular locality, under my amendment, 1,000 workers are needed, and if we can get those 1,000 workers from Mexico under certain conditions, all my amendment seeks to do is to provide the same conditions to 1,000 American workers.

The CHAIRMAN. The time of the gentleman from Texas [Mr. POAGE] has expired.

Mr. POAGE. Mr. Chairman, I ask unanimous consent to proceed for 5 additional minutes.

The CHAIRMAN. Is there objection to the request of the gentleman from Texas?

Mr. AUCHINCLOSS. Reserving the right to object, Mr. Chairman, I am not

going to object to this request, but it seems to me this bill has been rather thoroughly discussed and I shall object to any further requests for extensions of time.

The CHAIRMAN. Is there objection to the request of the gentleman from Texas?

There was no objection.

Mr. POAGE. Mr. Chairman, I want to ask the gentleman from New York [Mr. ANFUSO] again to point out the language in his amendment that defines these localities.

Mr. ANFUSO. I believe the Department of Labor has made a complete investigation of that and can give the gentleman the localities.

Mr. POAGE. I am not asking about what the Department of Labor has done. We are not passing upon that. We are passing upon the gentleman's amendment. I am asking the gentleman to read us the words in his amendment—there must be some—that confine these localities. What are the limiting words?

Mr. ANFUSO. I do not think the legislation has to provide every regulation. Regulations can come after the bill is passed.

Mr. POAGE. Regulations can come and regulations can open the doors wide. I am asking the gentleman what there is in his amendment that limits its application to any locality. The gentleman has suggested that it applied only to those localities where there were American workers available. What if such localities are a thousand miles from the localities where the Mexican nationals are to be employed?

Mr. ANFUSO. I believe under the present law they have to have regulations. They have to have regulations under any law.

Mr. POAGE. They have to have regulations, but I am asking the gentleman the question, and he has not answered. I ask the question again in the presence of this House.

Mr. BAILEY. Mr. Chairman, will the gentleman yield to me?

Mr. POAGE. No. I want to know the words the author has suggested confine this to workers in the locality where the work needs to be done. Does the gentleman care to name the words? Does he care to point them out? Or does he simply want this House to accept on faith some proposition because, perchance, he hopes that it applies only to a locality or that somebody in some regulatory agency of this Government will be fair, honest, and intelligent all the way down through time. Does the gentleman from New York propose to limit this thing to what he says he limits it to? I ask him as a lawyer, what is there in this amendment that would keep a worker in Minnesota from demanding that he be transferred to California, if somebody in California wants to employ somebody to pick grapes. Will the gentleman point it out?

Mr. COOLEY. Mr. Chairman, will the gentleman yield?

Mr. POAGE. I yield to the gentleman from North Carolina.

Mr. COOLEY. I agree with my friend from Texas that certainly the amend-



ment if adopted would be applicable to every nook and cranny of this country.

Mr. POAGE. Of course.

Mr. COOLEY. If a man wanted a Mexican laborer in the southern part of California and I applied for the job, he would have to pay my way out to take the position.

Mr. POAGE. If the gentleman lived in Nashville, N. C., as he does, and wanted a ride across the country, and a man in southern California wanted a man to pick grapes out there, all the gentleman would have to do would be to write a letter and that man would have to provide the gentleman transportation out there. Then the day the gentleman got there he could quit.

Mr. COOLEY. That is right.

Mr. PHILLIPS. We would be glad to have the chairman come out there.

Mr. POAGE. May I call my chairman's attention to the fact that the day he got there he could quit. There is not one thing in the world in this amendment that binds or that could bind an American worker. Of course, the Mexican worker is bound by his contract and is subject to deportation if he fails to carry out his contract. No such penalty could or should be imposed on an American citizen.

Mr. BAILEY. Mr. Chairman, will the gentleman yield?

Mr. POAGE. I yield to the gentleman from West Virginia.

Mr. BAILEY. May I suggest to the gentleman from Texas—

Mr. POAGE. I am yielding to the gentleman to ask a question.

Mr. BAILEY. We have 100,000 unemployed over in the State of West Virginia. Maybe we had better send some of those out their in preference to the Mexicans.

Mr. POAGE. I think if this amendment is adopted you would have the most traveling outfit in West Virginia you have seen in a long time. They would travel all over the United States.

In all seriousness, if you do not think that is true, remember what happened back in the days when we were transporting American workers. We did transport them from Arkansas, and from my own State of Texas. I do not mean to confine it to Arkansas, but from Texas, Oklahoma, and all the Southwest. They moved out to the coast country and they moved right back, and many of them did not do a lick of work.

Mr. BROWNSON. Mr. Chairman, will the gentleman yield?

Mr. POAGE. I yield to the gentleman from Indiana.

Mr. BROWNSON. Does the gentleman make the point that this bill would be difficult to administer with the amendment?

Mr. POAGE. It would be impossible.

Mr. BROWNSON. In that case, it is best to vote the bill down, since it is impossible to administer in order to give justice to the American workers.

Mr. POAGE. That might be true were we going to adopt this amendment. If it were going to be adopted I would join the gentlemen, but fortunately we do not have any idea of adopting this amendment. We are going to pass a

good bill here, one that we can all vote for.

Mr. COOLEY. Mr. Chairman, I ask unanimous consent that all debate on the Anfuso amendment close in 5 minutes.

The CHAIRMAN. Is there objection to the request of the gentleman from North Carolina?

There was no objection.

The CHAIRMAN. The Chair recognizes the gentleman from Texas [Mr. MAHON].

Mr. MAHON. Mr. Chairman, I merely wanted to be recorded in opposition to the amendment and I am glad to yield my time to some member of the committee.

The CHAIRMAN. The Chair recognizes the gentleman from California [Mr. SISK].

Mr. SISK. Mr. Chairman, I take a back seat to no one with respect to the fair treatment of American labor. I have on many occasions defended fair treatment for American labor and I will continue to do so. I think we all want our citizens to have jobs and to work under fair and proper conditions for a fair wage. But, certainly, I do not feel this is a matter with which we should be concerned in the discussion on this bill today. This amendment, it would seem to me, would propose to legislate at the Federal level with reference to the management problems that farmers and domestic labor are concerned about. I feel it presents a picture which it would be impossible to live with and to administer. In our area our farmers are not interested in employing foreign labor. They do it only at great expense to themselves, and they do it only when it becomes impossible to secure domestic labor. Certainly, I do not feel we should do anything in this bill which would lead to a bad situation between the employer and the employee in the domestic field. I believe the provisions of the bill as recommended by the committee represent a fair compromise for both the employer and domestic labor, and represent something they both can live with, though neither group may be completely satisfied. I would be most reluctant to see the legislation made unworkable by this amendment.

(Mr. SISK asked and was given permission to revise and extend his remarks.)

The CHAIRMAN. The Chair recognizes the gentleman from Indiana [Mr. BROWNSON].

(Mr. BROWNSON asked and was given permission to revise and extend his remarks.)

Mr. BROWNSON. Mr. Chairman, although I am from an area that is not particularly affected by the importation of Mexican farm labor, I am convinced that there is an issue here that cannot be compromised, a principle of importance whether the legislation affects our individual areas or not. As a matter of fact, there is some confusion in many minds between the importation of Mexican labor under the legislation we are discussing today, and the use of American citizens of Mexican origin as migra-

tory workers. I am informed that in Indiana there is, at present, virtually no importation of Mexican workers. However, the issue of far greater magnitude is whether domestic farm labor should receive the same benefits as imported Mexican labor.

Under the present law the imported Mexican agricultural laborers are receiving more benefits, in some cases, than our own migrant farm workers. Some of our colleagues admit that. Mr. Siculo, Assistant Secretary of Labor testified before the subcommittee of the Committee on Agriculture, that the Mexican Government so ably represents the Mexican workers in negotiating their terms of employment that they now receive housing, minimum wage, and hours-of-work guarantees, insurance for occupational injury and disease as well as transportation. While the Mexican workers are receiving these benefits, our own farm workers, due to the fact that they are largely unorganized, are receiving only what the individual employer chooses to give to them. This situation of preferred treatment for Mexican labor should be, and I am sure is, intolerable to this Congress. It is the underlying reason why this amendment should be passed to perfect this legislation.

It has been argued that such an amendment as that of the gentleman from New York would be difficult to administer, but I would like to remind the Members of the House that the Secretary of Labor has suggested this change in the legislation as being in the best interests of labor. This same Secretary will have to administer the proposal. Surely he can work out a technique for administering it fairly. Difficulty of administration of this amendment should not be used as an overwhelming objection as long as its passage would fill a real need.

I have supported this legislation in the past: I serve notice that, without this amendment granting equality of opportunity to American farm labor, I shall have to vote to recommit this bill. It is not fair that Indiana farmers be forced to compete against farmers from other States who are permitted to exploit either imported or domestic agricultural labor.

A principle is at stake today and not a question of detailed techniques. Ours need not be the problem of dealing with the fine points in the administrative orders to implement this one amendment. A principle to which I think the Congress should be dedicated, the principle of equality for the American working man, be he industrial or agricultural, is involved in the vote on this amendment. I will support it, and I will vote for the bill if this amendment passes.

The CHAIRMAN. The Chair recognizes the gentleman from Texas [Mr. THOMPSON].

Mr. THOMPSON of Texas. Mr. Chairman, I want to try to get this whole subject back into some reasonable focus. The original bill, known as the Mexican migrant labor bill was passed in order to stop what we called wetback traffic. This has worked better than it has ever



worked before, and we come closer now to stopping that wetback traffic than ever before.

I want to ask my colleague, who lives on the border, the gentleman from Texas [Mr. FISHER], if the adoption of this amendment will seriously impair the work of the present law.

Mr. FISHER. I certainly think so. For years we were plagued with the wetback menace all along the border, mainly because we had an unworkable international agreement. The average Mexican workers would certainly rather come in under a contract arrangement than swim the river or come in as a wetback where he has no protection whatever. But in the last 2 years we have had a workable agreement. The wetback menace is reduced to the very minimum. There is very little of a wetback problem any more, simply because we have a working agreement whereby they can come in. If we could continue this without these crippling amendments, of which this is one that is proposed now, we could get along very well.

Mr. THOMPSON of Texas. So if the law is seriously impaired, it will not only shut off the American worker from getting a job that he can get now, but a single Mexican can come in and we will again make it necessary for the farmers along the Rio Grande and other border communities to get wetbacks as they did before.

The CHAIRMAN. The time of the gentleman from Texas has expired.

All time has expired.

The question recurs on the amendment offered by the gentleman from New York [Mr. ANFUSO] to the committee amendment.

The question was taken; and the Chair being in doubt; on a division there were—ayes 50, noes 89.

So the amendment to the amendment was rejected.

Mr. ROGERS of Colorado. Mr. Chairman, I offer an amendment to the committee amendment.

The Clerk read as follows:

Amendment offered by Mr. ROGERS of Colorado to the committee amendment: Page 2, after line 18, insert the following:

"SEC. 4. Title V of such act, as amended, is further amended by adding at the end thereof the following new section:

"SEC. 510. The Secretary of Agriculture, after consultation with the Interstate Commerce Commission, shall prescribe such regulations as may be necessary to require employers to provide adequately for the safety, health, and welfare of workers while they are being transported from reception centers to the places of their employment and returned from such places to reception centers after termination of employment. Any person who violates any such regulation shall, for each violation, be fined not more than \$1,000 or imprisoned not more than 6 months or both."

Mr. GATHINGS. Mr. Chairman, a point of order.

The CHAIRMAN. The gentleman will state it.

Mr. GATHINGS. Mr. Chairman, I make the point of order that the amendment is not germane to the bill.

The CHAIRMAN. Will the gentleman point out wherein it is not germane to the bill?

Mr. GATHINGS. The amendment is not germane inasmuch as it calls for consultation by the Secretary of Agriculture with the Interstate Commerce Commission, and the Interstate Commerce Commission is not in anywise affected by this legislation. Furthermore, the Secretary of Agriculture does not administer this program; the program is administered by the Secretary of Labor. I think therefore the amendment clearly is not germane.

The CHAIRMAN. Does the gentleman from Colorado desire to be heard on the point of order?

Mr. ROGERS of Colorado. Mr. Chairman, I think it is very evident that the amendment itself only directs that the Secretary of Agriculture after consultation with the Interstate Commerce Commission shall prescribe such regulations as may be necessary. The fact is that this legislation is given to the Secretary of Agriculture for administration, and we leave it with him for that purpose with consultation merely a factor so that he may be assisted in proper regulations as far as they may be enforced by the Interstate Commerce Commission. Therefore the amendment is germane.

The CHAIRMAN (Mr. WHITTEN). The Chair is ready to rule on the point of order.

From a reading of the amendment it is apparent that all the actions are required of the Secretary of Agriculture; no specific action is required of the Interstate Commerce Commission.

The amendment attempts to change the provisions of the bill having to do with employee safety, health, and welfare; and it is quite clearly, in the opinion of the Chair, germane to the bill.

The point of order is overruled.

The gentleman from Colorado is recognized for 5 minutes in support of his amendment.

Mr. ROGERS of Colorado. Mr. Chairman, the full text of the amendment, as I indicated a moment ago, is to be found on page 8470 of yesterday's RECORD, and if you want to consult it to get the exact words of it, there is where you will find it.

First I want to say that this amendment is a just amendment; second, it is a humane amendment; and, third, it is legislation that is needed if this legislation is to be adequately carried out. I want to direct your attention to the situation that now exists. In the first instance, under this legislation it has been represented that those who are made available under this program are guaranteed certain things and one of the things they are guaranteed is transportation. Let us see how that is working.

Heretofore throughout the West where most of this program is in operation the men who take the workers from the border usually load them in a truck and they keep them in that truck until they have reached their destination, be it 500 miles, a thousand miles, or 1500 miles. Recently in the State of Colorado east of the city and county of Denver one of these trucks overturned and in it there happened to be 54 people. One was

killed, a child, and 20 were injured. We need some regulation to prohibit the loading of 50 or 54 people in trucks and driving them a thousand or 1500 miles across this Nation. We should at least give them the humane treatment the Interstate Commerce Commission requires in the transportation of hogs and cattle. That is all we are asking for here.

When this accident happened, the Governor of the State of Colorado, recognizing the injustice that arose as a result of the accident and believing that such accidents may happen again, contacted the Interstate Commerce Commission in Washington and asked them to take some action.

Mr. PHILLIPS. Mr. Chairman, will the gentleman yield for a question?

Mr. ROGERS of Colorado. I yield to the gentleman from California.

Mr. PHILLIPS. I want to ask the gentleman if he understands that this amendment would not reach the example that he cites? It is a very bad situation, but his amendment would not reach it.

Mr. ROGERS of Colorado. I may say to the gentleman that at least it would reach the situation as it deals with the Mexican nationals. If we can take one step forward in the protection of human beings, as my amendment proposes to do, then it is a step in the right direction. The people who are interested in the protection of the people then will see that adequate legislation in the future, in addition to these nationals, will be enacted, they will see that others may be brought in under the program that cannot be brought in under this amendment.

Mr. COOLEY. Mr. Chairman, will the gentleman yield?

Mr. ROGERS of Colorado. I yield to the gentlemen from North Carolina.

Mr. COOLEY. It occurs to me that the gentleman's amendment would subject one of his constituents or citizens to a fine and imprisonment for violation of a regulation issued in Washington by the Secretary of Agriculture. Is that true?

Mr. ROGERS of Colorado. I will say to the gentleman that if I had a constituent who would not live up to adequate rules and regulations for the protection of human beings being transported for 1,000 or 1,500 miles that may be prescribed by the Secretary of Agriculture, then that constituent should be punished.

Mr. COOLEY. The gentleman's amendment is not limited to that area of operation, a thousand or 1,500 miles. It would even apply to reemployment within a township, say 10, 15, or 50 miles, or any other distance within a State. It would apply to transactions which are entirely intrastate.

Mr. ROGERS of Colorado. Oh, no.

Mr. COOLEY. Violation would subject your employers to a high penalty and a jail sentence.

Mr. ROGERS of Colorado. No. I am afraid that the gentleman has misconstrued the intent and the effect of the amendment.

The CHAIRMAN. The time of the gentleman from Colorado has expired.



Mr. ROGERS of Colorado. Mr. Chairman, I ask unanimous consent to proceed for 5 additional minutes.

The CHAIRMAN. Is there objection to the request of the gentleman from Colorado?

Mr. AUCHINCLOSS. Mr. Chairman, I object.

Mr. HILL. Mr. Chairman, I rise in opposition to the amendment offered by the gentleman from Colorado [Mr. ROGERS].

Mr. Chairman, no one felt worse than I did when I read the report of the accident referred to, but I am telling you frankly that has nothing to do with this bill in any way, shape or form and should not be a part of this legislation.

We should not permit such large numbers of people to be piled into a truck. But I say again it has nothing to do with the legislation here pending.

On page 39 of the hearings which I hold in my hand appear details of the regulations concerning the transportation of Mexican workers. They are far better than we provide for ourselves. I want to run through those regulations that are now enforced by the Department of Labor handling this program.

Mr. POAGE. Mr. Chairman, will the gentleman yield?

Mr. HILL. I yield to the gentleman from Texas.

Mr. POAGE. Will the gentleman tell us whether those involved in that accident were really Mexican nationals or American nationals?

Mr. HILL. They were American citizens.

Mr. POAGE. And, as a matter of fact, the gentleman's amendment would have absolutely nothing in the world to do with this situation?

Mr. HILL. That is true.

Mr. Chairman, I read the following concerning the regulations enforced by the Department of Labor:

#### REQUIREMENTS FOR TRANSPORTATION OF MEXICAN WORKERS BY TRUCK

All transportation of Mexican workers from reception centers to area of employment, from area of employment to reception center or on transfers to other employers, shall be by common carrier or by other adequate means. Where trucks are used, the following requirements shall be complied with:

1. The driver shall be licensed to drive the truck transporting the Mexican workers.

2. A. Transportation from reception centers: Under no circumstances shall Mexican workers be transported for more than 14 hours (including time spent at rest stops or regular food stops) in any one day. There shall be no driving before 6 a. m. or after 8 p. m., except where on the same day as the departure, trucks transporting workers, traveling at reasonable speeds, can arrive at the place of employment before 11 p. m. (and not be on the road for more than 14 hours).

On the first day of travel, trucks may use the following schedule:

| If departure is at—     | May drive until—      |
|-------------------------|-----------------------|
| 6 a. m.-----            | 8 p. m.               |
| 7 a. m.-----            | 9 p. m.               |
| 8 a. m.-----            | 10 p. m.              |
| 9 a. m.-----            | 11 p. m. <sup>1</sup> |
| 10 a. m. or later ----- | 11 p. m. <sup>1</sup> |

<sup>1</sup> Provided they can reach their destination by this time. If they cannot reach their destination by 11 p. m., they must stop driving at 8 p. m.

B. Transportation from place of employment: Workers may not be transported for more than 14 hours (including time spent at rest stops or regular food stops) in any one day. There shall be no driving before 6 a. m. or after 8 p. m. Under no circumstances are trucks to arrive at reception center after 8 p. m.

3. Provision shall be made for 15 minute rest stops every 2 hours.

4. Overnight rest stops must be adequate for the climatic conditions.

5. Each vehicle must have adequate fixed seats not less than 13 inches deep by 18 inches wide. The seats shall be not less than 17 inches from truck floor. Seats must be of solid boards and may not be slatted type. Seats or benches must be firmly anchored to truck bed. A minimum of 18 inches shall be allowed for rows between any two rows of seats. Seats shall be constructed of smooth, planed lumber, free of splinters or protruding nails. All seats must have a back rest extending at least 46 inches from truck bed. Several boards with a minimum width of 4 inches may be used for the back rest.

6. There must be protection against the weather. Tarpaulins must be not less than 6 feet above the floor and along the sides of each vehicle, where necessary.

7. All vehicles must be equipped with—

(a) Fire extinguisher.  
(b) Drinking water in containers equipped with spigots.

(c) Signaling device between passengers and driver.

8. All vehicles shall be clean and reasonably comfortable.

9. All workers shall be given 50 cents per meal en route or its equivalent in food.

Before the start of each trip the representative of the Department of Labor shall be shown:

1. Proof of ownership of vehicle.  
2. Proof of adequate insurance coverage.  
3. Itinerary of route, showing rest stops, food stops, and overnight stops.  
4. Drivers' license.

5. State inspection certificate, where applicable (or Department of Labor inspection report will be executed).

After arrival at destination, driver and workers will be questioned as to adherence to these requirements.

Now, Mr. Chairman, I submit to you that if all these regulations are already a part of the operation of this program, why do you want to bring in a piece of legislation that will tangle this whole business? It will affect the lumber trucks in Maine; it will affect them in the Northwest; it will affect anyone that wants to take a group of men to work who stand up in a truck. Now, I ask if you are not better off to leave it as it is and defeat this amendment.

Mr. COOLEY. Mr. Chairman, I rise in opposition to the amendment.

Mr. Chairman, I want to add to what my friend from Colorado has said about the protections that are provided in the contract for the safety and well-being of Mexican nationals that the contract provides the same safety provisions that are required of common carriers. The contract now in force is almost identical with the language contained in the pending amendment. The gentleman's amendment speaks of adequate transportation facilities. The contract now requires adequate transportation facilities.

Mr. ROGERS of Colorado. Mr. Chairman, will the gentleman yield?

Mr. COOLEY. I yield to the gentleman from Colorado.

Mr. ROGERS of Colorado. The gentleman is reading from a contract that has been entered into for the transportation and welfare of these workers brought from the border as nationals; is that correct?

Mr. COOLEY. All transportation between the reception center and the place of employment and between places of employment shall be by common carrier or other adequate transportation facilities, provided such other transportation facilities when used to transport the worker shall have sufficient adequate fixed seats for the transportation of passengers, adequate protection against inclement weather, and shall meet the same safety requirements applicable to common carriers. How can you provide any more or better protection?

Mr. ROGERS of Colorado. In the event one of the contractors violated that agreement, what could you do about it?

Mr. COOLEY. No more labor would be certified for that employer. They have plenty of ways to control that. But certainly you would not want to lock him up and put him in jail because his truck was overcrowded or because of some other violation of a regulation written by the Department of Agriculture. It seems to me it is a drastic amendment, and I would like to conclude by saying that it would be applicable to interstate movements, because the amendment says from the recruitment center to the place of employment. Recruiting stations are in California; they are in Texas, so that the transportation is wholly within the State of California or Texas.

Mr. GATHINGS. Mr. Chairman, will the gentleman yield?

Mr. COOLEY. I yield to the gentleman from Arkansas.

Mr. GATHINGS. As a matter of fact, this amendment was never presented to our committee at all. We had no opportunity to study it or pass judgment on it.

Mr. COOLEY. Unfortunately, it was not presented. I think it is too far-reaching in its effect.

Mr. FISHER. Mr. Chairman, will the gentleman yield?

Mr. COOLEY. I yield to the gentleman from Texas.

Mr. FISHER. I would like to ask the gentleman if his attention was ever called to a specific instance where a Mexican national was injured during transportation?

Mr. COOLEY. No. I understood my colleague from Colorado to say that these were not Mexican nationals; they were American citizens.

Mr. FISHER. No instance of that kind has ever been called to my attention.

Mr. ROGERS of Colorado. Mr. Chairman, if the gentleman will yield further, if you will listen, I will read the figures from the State of California for 1953. There were 23 migrant worker fatalities in 1953 in the State of California alone, and 341 accidents during that year.

Mr. COOLEY. Did they occur on the highway or on a bus, were they due to inadequate facilities?



Mr. ROGERS of Colorado. This was truck transportation last year. These were credited with reducing accidents involving migrants. This has reference to transportation. It is a report from a lady who is now employed by the Department of Labor, who gave the report to the Governor of the State of Colorado.

Mr. COOLEY. What does the gentleman mean by migrant labor? Is he talking about Mexican nationals? If the gentleman is talking about migrant labor, you have "Okies," and so forth, running all over the country. Maybe they were migrant laborers.

Mr. ROGERS of Colorado. Maybe we are getting home, at that. I came from Oklahoma, too.

Mr. COOLEY. We have thousands and tens of thousands of migrant laborers. The gentleman talks of migrant labor, but he has not said whether they were Mexican nationals.

Mr. ROGERS of Colorado. If the gentleman will let me read from the migratory labor notice issued by the President's Committee on Migratory Labor—

Mr. COOLEY. We are interested here in Mexican labor. We do not have time to talk about migratory labor.

Mr. ROGERS of Colorado. This mentions Mexican labor, Mexican nationals.

Mr. COOLEY. What does it say?

Mr. ROGERS of Colorado. It says the President's Committee expects to have developed very shortly a set of proposed standards for safety—

Mr. COOLEY. I am sorry, Mr. Chairman. I cannot yield further. We do not have time to talk about proposals.

The CHAIRMAN. The time of the gentleman from North Carolina [Mr. COOLEY] has expired.

Mr. COOLEY. Mr. Chairman, I ask unanimous consent to proceed for 1 additional minute.

The CHAIRMAN. Is there objection to the request of the gentleman from North Carolina?

Mr. HOFFMAN of Michigan. Mr. Chairman, reserving the right to object—

Mr. COOLEY. Mr. Chairman, I withdraw my request.

Mr. HOFFMAN of Michigan. I just wanted to know who had the floor. That was all.

Mr. COOLEY. I have given it up. I ask for a vote, Mr. Chairman.

The CHAIRMAN. The question is on the amendment offered by the gentleman from Colorado [Mr. ROGERS].

The question was taken; and on a division (demanded by Mr. ROGERS of Colorado) there were—ayes 45, noes 76.

So the amendment was not agreed to.

Mr. McCARTHY. Mr. Chairman, I offer an amendment.

The Clerk read as follows:

Amendment offered by Mr. McCARTHY: On page 2, line 8, strike out all of section 3 and insert:

"SEC. 3. Section 503 of such act, as amended, is amended to read as follows:

"No workers recruited under this title shall be available for employment in any area unless the Secretary of Labor has determined and certified that (1) sufficient domestic workers who are able, willing, and qualified

are not available at the time and place needed to perform the work for which such workers are to be employed, (2) the employment of such workers will not adversely affect the wages and working conditions of domestic agricultural workers similarly employed, and (3) reasonable efforts have been made to attract domestic workers for such employment on terms and conditions of work comparable to those offered to foreign workers'."

Mr. COOLEY. Mr. Chairman, I make the point of order against the amendment that it is exactly the same amendment that was offered a moment ago, "the terms and conditions of work comparable to those offered to foreign workers." That is the same as the Anfuso amendment.

The CHAIRMAN. Does the gentleman from Minnesota desire to be heard on the point of order?

Mr. McCARTHY. This is not the same amendment that was offered by the gentleman from New York [Mr. ANFUSO]. If the chairman of the committee will listen to it carefully, I think he will note that it meets the objections which were raised by his own committee to the Anfuso amendment. Therefore, it must be different.

The CHAIRMAN. The Chair is ready to rule.

The Anfuso amendment contains the words in the latter part thereof "at wages and standard hours of work." Certainly, in the opinion of the Chair, that is a substantial part of the provision. In the amendment now pending such words have been stricken out and that much of the substance of the amendment has been changed. Therefore, the point of order is overruled.

Mr. McCARTHY. Mr. Chairman, the effect of my amendment is to establish this standard, that the American workers must be offered, in a package, terms and conditions which include, of course, wages and hours and anything else that might be offered, which are comparable to the offer which is made to the Mexican nationals who are brought in. The offer does not have to be identical but it should be comparable. This seems to me a simple question of justice, that the proposal made to the American worker, whatever it may be, higher wages than are offered to the Mexican, better hours, or insurance, if we want to add that, or other additional benefits, should be at least as good a package as the offer which is made to the Mexican nationals who are brought in under contract. It is difficult for me to understand how anyone who opposed the Anfuso amendment, arguing that he was concerned about justice for the American worker can oppose this simple and clear proposition.

I would like to make one further point before the gentleman from Texas is recognized, if he is to be recognized, and raise the question of areas. The language with regard to areas in my amendment is the same language as is included in the bill, so if there is to be confusion with regard to grape producers in California, or potato growers in Maine, there will be no more confusion arising from my amendment than there will be from the bill which is being considered by

the House today, as an amendment to the Agricultural Act of 1949.

Mr. COOLEY. Mr. Chairman, will the gentleman yield?

Mr. McCARTHY. I yield to the gentleman from North Carolina.

Mr. COOLEY. Of course, the bill is applicable only to Mexican nationals.

Mr. McCARTHY. The bill is not only applicable to Mexican nationals, the bill provides that American workers shall have been offered terms which are comparable before importation of nationals shall be approved.

Mr. COOLEY. No, the bill does not provide that at all. The Secretary must make certain findings, 1, 2, and 3. The gentleman attempts to amend the third finding with reference to reasonable efforts to attract domestic workers.

Mr. McCARTHY. That is right.

Mr. COOLEY. But it does not apply to transportation.

Mr. McCARTHY. My amendment says nothing about the transportation.

Mr. COOLEY. The gentleman mentions "terms and conditions."

Mr. McCARTHY. Terms and conditions. I did not specify. The legislative intent of the amendment is that the package offered to the Americans taken altogether, shall be just as good as the package offered to the Mexican nationals, taken altogether. I do not say we have to provide an insurance policy for the American worker or transportation.

Mr. COOLEY. No; but the gentleman leaves it to the Secretary to prescribe the terms and conditions.

Mr. McCARTHY. No; I do not leave it to the Secretary; I just say that the overall offer made to the Americans must be just as good as the overall offer made to the Mexican nationals. Does the gentleman object to that?

Mr. COOLEY. The gentleman is admitting that his amendment is in fact the Anfuso amendment.

Mr. McCARTHY. No; I am not. The Anfuso amendment as the gentleman interprets it and as the gentleman from New York seems to accept, required that insurance policies be offered to the American workers. I am going to stand by the ruling of the Chair with regard to my amendment.

Does the gentleman have another question?

Mr. COOLEY. Yes. "Terms and conditions" as used in the gentleman's amendment certainly includes wages and hours, does it not?

Mr. McCARTHY. That would be only a part of the consideration.

Mr. COOLEY. That is right. It would include wages and hours?

Mr. McCARTHY. Wages and hours would be included and additional things. Transportation, might be included. Better wages might be included.

Mr. PHILLIPS. Mr. Chairman, will the gentleman yield?

Mr. McCARTHY. I yield to the gentleman from California.

Mr. PHILLIPS. The gentleman is willing, therefore, that this shall apply equally both ways?

Mr. McCARTHY. What does the gentleman mean?



Mr. PHILLIPS. That this shall be an equal deal, either way. The gentleman agrees to that, does he not?

Mr. McCARTHY. That the terms offered to the Americans shall be comparable to those offered to the Mexican nationals?

Mr. PHILLIPS. Either way.

Mr. McCARTHY. That is right.

Mr. PHILLIPS. Therefore, the American shall contract with the farmer to leave his wife and family behind, to come in and work under contract, and work for a specific length of time.

Mr. McCARTHY. If the American wishes to enter into that kind of contract we cannot stop him from doing so.

Mr. PHILLIPS. That was under terms of contract with the Mexicans.

Mr. McCARTHY. But he does not have to agree to the specific terms, I have been saying to the gentleman from North Carolina.

Mr. BROWNSON. Mr. Chairman, will the gentleman yield?

Mr. McCARTHY. I yield to the gentleman from Indiana.

Mr. BROWNSON. Is it not true that much has been made of this transportation problem, yet the average cost of transportation for the Mexicans has been between \$7 and \$15 apiece, which is the total amount that would be required to be met if the gentleman's amendment were adopted for the American migratory worker.

Mr. McCARTHY. It is not a significant factor in the debate. But I would like to make this point to the Members. Actually, what we have been doing here through the years with regard to farm labor and migrant labor is to establish standards for Mexican nationals who are brought into this country. On the basis of those standards we now argue that American migrants ought to be treated just as well—not in the same way but just as well. That does not, to me, seem to be an unreasonable request, to ask that American migrant workers be treated just as well—not identically—but just as well as the Mexican national.

That is all I am asking for in my amendment.

(Mr. McCARTHY asked and was given permission to revise and extend his remarks.)

Mr. COOLEY. Mr. Chairman, I rise in opposition to the amendment.

Mr. Chairman, the gentleman from Indiana apparently is very vitally interested in this legislation now pending. He will notice in the report that only six of these Mexican nationals were transported to the State of Indiana last year. I cannot believe that the agricultural economy of the State of Indiana is so vitally dependent on six Mexican nationals to save it from a depression.

Mr. BROWNSON. Mr. Chairman, will the gentleman yield?

Mr. COOLEY. Not at the moment.

Mr. BROWNSON. That is why I am going to vote against the bill.

Mr. COOLEY. I did not know the gentleman was against the bill—I thought he was for the amendment. There you have it—a man is against the bill, but apparently wants to put in these

amendments. I think if you were to adopt this amendment, you might as well vote against the bill. I realize the fact that it is applicable to and is of value to people in about five States. Let us be fair about it. My colleague, a former member of the committee, now has presented to us an amendment which is identical in intent and purpose with the Anfuso amendment which was voted down by a vote of 2 to 1 a moment or two ago. He practically admitted it when he said it serves exactly the same purpose.

Mr. McCARTHY. Mr. Chairman, a point of order. The Chair has already ruled on that point.

Mr. COOLEY. I am not asking the Chair to rule on the gentleman's amendment.

Mr. McCARTHY. I am making a point of order against the gentleman's statement. The Chair has already ruled on the amendment, and I trust that the gentleman will abide by the ruling.

Mr. COOLEY. Of course, I am willing to accept the Chair's ruling.

Mr. Chairman, I say the gentleman was very ingenious in drafting his amendment, but his purpose is obvious. He admits that the words, "terms and conditions of work" are comprehensive enough to embrace wages and hours. Now, in ingenious fashion, he presents an amendment which is in order but which he says has exactly the same purpose.

Mr. McCARTHY. Mr. Chairman, I object.

Mr. COOLEY. What?

Mr. McCARTHY. I did not say identical—I have been protesting that.

Mr. COOLEY. No, I said the intent and purpose is the same. It is far enough reaching to subject all agricultural labor in this country to regulation by Congress. If that is what you want to do, you can adopt this amendment and put agricultural labor under the wage and hour law and subject it to all the other terms and conditions applicable to Mexican labor.

Mr. FERNANDEZ. Mr. Chairman, will the gentleman yield?

Mr. COOLEY. I yield.

Mr. FERNANDEZ. Of course, the amendment is not the same. Heretofore, American wages and hours have been the criteria. This amendment turns it around and makes the Mexican wage and hours and conditions the criteria.

Mr. COOLEY. That is right. The gentleman is exactly right.

Mr. McCARTHY. The gentleman knows the gentleman is not exactly right. The standards of employment as regards migrants is not the wage and hour act. There is no standard. The only standard is the Mexican standard.

Mr. COOLEY. That is right and you want to put the American workers under the Mexican standard.

Mr. McCARTHY. I would rather have the Mexican standard than no standard at all.

Mr. COOLEY. Mr. Chairman, I ask for a vote and the defeat of the amendment.

The CHAIRMAN. The question is on the amendment offered by the gentleman from Minnesota [Mr. McCARTHY].

The question was taken; and on a division (demanded by Mr. McCARTHY) there were—ayes 52, noes 97.

So the amendment was rejected.

Mr. HYDE. Mr. Chairman, I offer an amendment.

The Clerk read as follows:

Amendment offered by Mr. Hyde to the committee amendment: Add section 4 to read as follows:

"Sec. 4. In the performance of his duties under title V of the Agricultural Act of 1949, as amended, and in the administration and enforcement of that act, the Attorney General is authorized to deport from the United States, as a violator of the terms of the conditions of his admission, any agricultural worker recruited under that act who, subsequent to his admission to the United States performs agricultural work for a wage lower than that specified in his individual work contract. If, in the opinion of the Attorney General, the national interest so requires, he may, in lieu of deportation, return the worker to the reception center for reassignment to another employer under a new work contract."

Mr. COOLEY. Mr. Chairman, I reserve a point of order on the gentleman's amendment.

The CHAIRMAN. The gentleman from Maryland is recognized for 5 minutes in support of his amendment.

Mr. HYDE. Mr. Chairman, under present law—title V of the Agricultural Act of 1949, as amended—the Secretary of Labor has the authority to guarantee performance of contract provisions relating to wages. The agreement with Mexico on migrant workers in article 30 includes procedures to enforce compliance with the wage provisions of work contracts. These wage guaranties were intended to protect the migrant Mexican worker from exploitation, and at the same time to protect the interests of American workers in that a lower wage scale paid the migrant worker would depress prevailing wage scale.

However, the fact is that some employers of Mexican migrant workers have been evading the law. They contracted for a Mexican laborer at a reception center and agreed to pay him the prevailing wage, but subsequently by threatening to send the laborer back, they force him to agree to accept wages at less than the prevailing level. Such foul play by a few unscrupulous employers work to the detriment of the Mexican laborer, the American worker, and is damaging to law-abiding employers who comply with their contractual commitments, and have to compete with the wage-cutting competitor.

These reprehensible practices and their forcible acceptance by the Mexican worker amounts to a violation of the condition of admission of that worker under the immigration laws and regulations, while the Agricultural Act of 1949, as amended, now expressly provides that these workers are subject to our immigration laws, my amendment would implement these provisions so as to enable the Immigration and Naturalization Service to take prompt and effective action.



I particularly want to point out that under my amendment the Attorney General has the alternative of returning the worker to a reception center for reassignment to another employer under a new contract, instead of deporting him for violation of conditions of entry. This determination is to be made in the light of the national interest of the United States. Thus my amendment would make possible a flexible application of the law, along with providing means for dealing with a situation which must not be permitted to last.

Mr. Chairman, I understand some objection will be made to this amendment, raised by the Department of Labor, that this amendment in some way would interfere with our agreement with Mexico under the migrant workers law. How could that possibly be in the light of the Agricultural Act of 1949 as it is now worded which implements this migrant workers law?

Section 508 of that law provides:

Nothing in this act shall be construed as limiting the authority of the Attorney General pursuant to the general immigration laws to permit the importation of aliens of any nationality for agricultural employment as defined in section 507 or to permit such alien who entered the United States legally to remain for the purpose of engaging in agricultural employment under such conditions and for such time as he the Attorney General shall specify.

So the Attorney General is given authority under the present law to deal with this problem of these migrant workers under the immigration and naturalization laws. Under this amendment there is spelled out, the particular action the Attorney General may take in the event of violation.

It seems to me this works to the benefit of the migrant worker. All it does is simply this: if they find a violation, under present law they have to deport him, under my amendment they may reassign the worker to another farmer.

The CHAIRMAN. The time of the gentleman from Maryland has expired.

Mr. HOPE. Mr. Chairman, I rise in opposition to the amendment.

(Mr. HOPE asked and was given permission to revise and extend his remarks.)

Mr. HOPE. Mr. Chairman, I feel certain that my able, distinguished and usually well informed friend from Maryland who offered this amendment, is not entirely familiar with the provisions under which the present program is being carried out. The agreement which we have with the Government of Mexico which forms the basis of this program covers the rate of wages, working condition and every other situation which might arise between the employer and the migrant worker.

So my first point, Mr. Chairman, is that this matter is already taken care of. There is no need for any provision of this kind.

In the second place, if we adopt this amendments we would have two departments of the Government carrying out this legislation—the Immigration Service—and the Department of Labor, with all of the confusion and duplication which that would imply. But there is

a third and still more important reason I think, and that is that this amendment would be an utter violation of the agreement which we have with the Mexican Government.

To substantiate these points I would like to read a portion of a letter written by the Assistant Secretary of Labor, Mr. Siciliano, under date of May 24, 1955 to General Swing, Commissioner of Immigration as follows:

The migrant labor agreement with Mexico under article 30 provides a procedure for the determination of whether a worker or employer has breached the work contract or the international agreement. This procedure affords the employer or the worker a right to have his alleged violation investigated jointly by representatives of the Mexican Foreign Ministry and the United States Department of Labor. Any party adversely affected by a finding under this procedure has a right of appeal to the Secretary of Labor and the representative of the Mexican Government in Washington (Senor Jose Delgado).

The failure to afford the employer or the worker the rights accorded him under the international agreement is in violation of that agreement and has the effect of relieving him of any financial responsibility arising out of his violation.

If the United States undertakes to make unilateral decisions under the international agreement, in violation thereof, we will find ourselves in a position where we cannot object to similar action on the part of the Mexican Government.

Another important point which I wish to reiterate is the fact that the United States guarantees the wages and transportation of these workers. The failure of the United States to follow the procedure referred to above would make it impossible for us to effect restitution from the employers. At the same time, however, the United States would be required, under article 32 of the Migrant Labor Agreement, to pay the three-quarter guaranty due the worker because of the premature termination of his contract.

Mr. Chairman, what I have just read clearly shows that the adoption of this amendment would not only violate our agreement with Mexico, but would seriously interfere with a program which is at present operating most effectively and successfully.

(Miss THOMPSON of Michigan (at the request of Mrs. CHURCH) was given permission to extend her remarks at this point in the RECORD.)

Miss THOMPSON of Michigan. Mr. Chairman, I am glad to add my support to the amendment introduced by the gentleman from Maryland, Congressman HYDE.

This amendment has been unanimously recommended by the Immigration Subcommittee. The practices brought to our attention are very disturbing. They not only tend to depress wages, but they are in violation of the immigration laws.

Mr. Chairman, the amendment should pass.

The CHAIRMAN. Does the gentleman from North Carolina want to press his point of order?

Mr. COOLEY. Mr. Chairman, I withdraw my point of order.

Mr. POAGE. Mr. Chairman, I move to strike out the last word to call attention to the fact that the Department of Justice was invited by the committee to

appear and did appear in hearings before the Committee on Agriculture and at that time made no suggestion that it wanted any legislation of the kind proposed in this amendment, but, on the contrary, made the positive recommendation for continuation of the provisions of this bill.

Mr. COOLEY. Mr. Chairman, will the gentleman yield?

Mr. POAGE. I yield to the gentleman from North Carolina.

Mr. COOLEY. If we adopt this amendment, would we not in effect be turning over enforcement of this law to the Attorney General?

Mr. POAGE. Not to the Attorney General. We would be turning it over to his agents. They drive up and down the Rio Grande with a six-shooter on their hip. We would be making judicial officers out of these enforcement officials. We would tell them that they could pass on the fact and assess the punishment. In short we would be setting up a bunch of six-shooter courts to punish these Mexican citizens for acts beyond their control.

The CHAIRMAN. The question is on the amendment offered by the gentleman from Maryland [Mr. HYDE].

The amendment was rejected.

The CHAIRMAN. The question is on the committee amendment.

The committee amendment was agreed to.

The CHAIRMAN. Under the rule, the Committee rises.

Accordingly the Committee rose; and the Speaker having resumed the chair, Mr. WHITTEN, Chairman of the Committee of the Whole House on the State of the Union, reported that that Committee, having had under consideration the bill (H. R. 3822) to amend title V of the Agricultural Act of 1949, as amended, by striking out the termination date, pursuant to House Resolution 255, he reported the bill back to the House with an amendment adopted by the Committee of the Whole.

The SPEAKER. Under the rule, the previous question is ordered.

The question is on the committee amendment.

The committee amendment was agreed to.

The SPEAKER. The question is on the engrossment and third reading of the bill.

The bill was ordered to be engrossed and read a third time, and was read the third time.

Mr. SAYLOR. Mr. Speaker, I offer a motion to recommit.

The SPEAKER. Is the gentleman opposed to the bill?

Mr. SAYLOR. I am, Mr. Speaker.

The SPEAKER. The Clerk will report the motion to recommit.

The Clerk read as follows:

Mr. SAYLOR moves that the bill be recommitted to the Committee on Agriculture for further study.

The SPEAKER. Without objection, the previous question is ordered.

There was no objection.

The SPEAKER. The question is on the motion to recommit.



The question was taken; and on a division (demanded by Mr. SAYLOR) there were—ayes 48, noes 123.

Mr. SAYLOR. Mr. Speaker, I object to the vote on the ground that a quorum is not present, and make the point of order that a quorum is not present.

The SPEAKER. The Chair will count. [After counting.] Two hundred and forty-two Members are present, a quorum.

So the motion was rejected.

The SPEAKER. The question is on the passage of the bill.

Mr. GROSS. Mr. Speaker, on that I demand the yeas and nays.

The yeas and nays were refused.

The bill was passed.

The title was amended so as to read: "A bill to amend title V of the Agricultural Act of 1949, as amended."

A motion to reconsider was laid on the table.

#### FARM CREDIT ACT OF 1955

Mr. THORNBERRY, from the Committee on Rules, reported the following resolution (H. Res. 298, Rept. No. 1069), which was referred to the House Calendar and ordered to be printed:

*Resolved*, That upon the adoption of this resolution it shall be in order to move that the House resolve itself into the Committee of the Whole House on the State of the Union for the consideration of the bill (H. R. 5168) to provide for retirement of the Government capital in certain institutions operating under supervision of the Farm Credit Administration; to increase borrower participation in the management and control of the Federal Farm Credit System; and for other purposes. After general debate, which shall be confined to the bill, and shall continue not to exceed 1 hour, to be equally divided and controlled by the chairman and ranking minority member of the Committee on Agriculture, the bill shall be read for amendment under the 5-minute rule. At the conclusion of the consideration of the bill for amendment, the Committee shall rise and report the bill to the House with such amendments as may have been adopted, and the previous question shall be considered as ordered on the bill and amendments thereto to final passage without intervening motion except one motion to recommit.

#### GENERAL LEAVE TO EXTEND

Mr. COOLEY. Mr. Speaker, I ask unanimous consent that all Members desiring to do so may revise and extend their remarks on the bill just passed.

The SPEAKER. Is there objection to the request of the gentleman from North Carolina?

There was no objection.

#### ATOMIC WEAPONS REWARDS ACT OF 1955

Mr. COLE. Mr. Speaker, I ask unanimous consent for the immediate consideration of the bill (S. 609) to provide rewards for information concerning the illegal introduction into the United States, or the illegal manufacture or acquisition in the United States, or special nuclear material and atomic weapons.

Mr. Speaker, if I may make a short explanation of this bill, a bill similar to the Senate bill now before the House was adopted by the House on yesterday

with a minor amendment. In order to expedite the passage of the bill, I am seeking to call up the Senate bill and, if consideration is given to this request, will then offer a minor amendment.

The Clerk read the title of the bill.

The SPEAKER. Is there objection to the present consideration of the bill?

There was no objection.

The Clerk read the bill, as follows:

*Be it enacted, etc.*, That this act may be cited as the "Atomic Weapons Rewards Act of 1955."

Sec. 2. Any person who furnishes original information to the United States—

(a) leading to the finding or other acquisition by the United States of any special nuclear material or atomic weapon which has been introduced into the United States, or which has been manufactured or acquired therein contrary to the laws of the United States, or

(b) with respect to an attempted introduction into the United States or an attempted manufacture or acquisition therein of any special nuclear material or atomic weapon, contrary to the laws of the United States,

shall be rewarded by the payment of an amount not to exceed \$500,000.

Sec. 3. An Awards Board consisting of the Secretary of the Treasury (who shall be the Chairman), the Secretary of Defense, the Attorney General, the Director of Central Intelligence, and of one member of the Atomic Energy Commission designated by that Commission, shall determine whether any person furnishing information to the United States is entitled to any award and the amount thereof to be paid pursuant to section 2. In determining whether any person furnishing information to the United States is entitled to an award and the amount of such award, the Board shall take into consideration—

(a) whether or not the information is of the type specified in section 2, and

(b) whether the person furnishing the information was an officer or employee of the United States and, if so, whether the furnishing of such information was in the line of duty of that person.

Any award of \$50,000 or more shall be approved by the President.

Sec. 4. If the information leading to an award under section 3 is furnished by an alien, the Secretary of State, the Attorney General, and the Director of Central Intelligence, acting jointly, may determine that the entry of such alien into the United States is in the public interest and, in that event, such alien and the members of his immediate family may receive immigrant visas and may be admitted to the United States for permanent residence, notwithstanding the requirements of the Immigration and Nationality Act.

Sec. 5. The Board established under section 3 is authorized to hold such hearings and make, promulgate, issue, rescind, and amend such rules and regulations as may be necessary to carry out the purposes of this act.

Sec. 6. Any awards granted under section 3 of this act shall be certified by the Awards Board and, together with the approval of the President in those cases where such approval is required, transmitted to the Director of Central Intelligence for payment out of funds appropriated or available for the administration of the National Security Act of 1947, as amended.

Sec. 7. As used in this act—

(a) The term "atomic energy" means all forms of energy released in the course of nuclear fission or nuclear transformation.

(b) The term "atomic weapon" means any device utilizing atomic energy, exclusive of the means for transporting or propelling the

device (where such means is a separable and divisible part of the device), the principal purpose of which is for use as, or for development of, a weapon, a weapon prototype, or a weapon test device.

(c) The term "special nuclear material" means plutonium, or uranium enriched in the isotope 233 or in the isotope 235, or any other material which is found to be special nuclear material pursuant to the provisions of the Atomic Energy Act of 1954.

(d) The term "United States," when used in a geographical sense, includes the Commonwealth of Puerto Rico, all Territories and possessions of the United States and the Canal Zone; except that in section 4, the term "United States" when so used shall have the meaning given to it in the Immigration and Nationality Act.

Mr. COLE. Mr. Speaker, I offer an amendment.

The Clerk read, as follows:

Amendment offered by Mr. COLE: On page 4, line 20, strike out "the Commonwealth of."

Mr. COLE. Mr. Speaker, the effect of this amendment is simply to eliminate the characterization of Puerto Rico as having a commonwealth status. The bill retains Puerto Rico, but does not give it the designation of a commonwealth.

The amendment was agreed to.

The bill was ordered to be read a third time, was read the third time, and passed.

A motion to reconsider was laid on the table.

#### MUTUAL SECURITY ACT OF 1954

Mr. McCORMACK. Mr. Speaker, I ask unanimous consent that the conferees on S. 2090, to amend the Mutual Security Act of 1954, have until midnight tonight to file a report.

The SPEAKER. Is there objection to the request of the gentleman from Massachusetts?

There was no objection.

The conference report and statement follow:

#### CONFERENCE REPORT (H. REPT. NO. 1071)

The committee of conference on the disagreeing votes of the two Houses on the amendments of the House to the bill (S. 2090) to amend the Mutual Security Act of 1954, and for other purposes, having met, after full and free conference, have agreed to recommend and do recommend to their respective Houses as follows:

That the House recede from its amendments numbered 10 and 11.

That the Senate recede from its disagreement to the amendments of the House numbered 1, 2, 3, 4, 5, 6, 7, 8, 9, 12, 13, 14, 15, 16, 17, 18, 19, 21, 22, 23, 24, 24½, 25, 26, 27, 28, 29, 30, 31, 32, 33, 34, 36, 37, 38, 39, 40, 41, 42, 43, 44, 45, 47, and agree to the same.

Amendment numbered 20: That the Senate recede from its disagreement to the amendment of the House numbered 20, and agree to the same with an amendment, as follows: In lieu of the matter proposed to be inserted by the House amendment insert the following:

"(b) In section 402, which relates to the sale of surplus agricultural commodities, strike out 'not less than \$350,000,000' and insert in lieu thereof 'for the fiscal year 1956, not less than \$300,000,000'."

And the House agree to the same.

Amendment numbered 35: That the Senate recede from its disagreement to the amendment of the House numbered 35, and agree to the same with an amendment, as follows:







14. **WHEAT.** Sen. Langer inserted a Beulah, N. Dak., Farmers Union Elevator Co. resolution favoring legislation to provide full 100 percent of parity on wheat (pp. 9469-70).
15. **ELECTRIFICATION.** Sen. Neuberger inserted resolutions of the Oregon Rural Electric Cooperative Association opposing the administration's power policies (pp. 9470-1).
16. **EDUCATION; VETERANS' BENEFITS.** The Labor and Public Welfare Committee reported without amendment S. 2081, to provide that education and training allowances paid to veterans pursuing institutional on-farm training shall not be reduced for 12 months after they have begun their training (S. Rept. 1036) (p. 9471).
17. **RECLAMATION.** The Interior and Insular Affairs Committee reported with amendment S. 1534, to facilitate the construction of drainage works and other minor items on Federal reclamation and like projects (S. Rept. 1037) (p. 9471).
18. **APPROPRIATIONS.** Sen. Chavez spoke criticizing the President's objection to certain provisions of the Defense Department appropriation bill for 1956 (pp. 9483-5).
19. **NOMINATIONS.** Confirmed the nominations of Marion B. Folsom to be Secretary of Health, Education, and Welfare, and H. Chapman Rose, of Ohio, to be Under Secretary of the Treasury (p. 9489).
20. **PERSONNEL.** Passed with amendment H. R. 4048, making recommendations to the States for the enactment of legislation to permit and assist Federal personnel, including members of the Armed Forces, and their families, to exercise their voting franchise (pp. 9497-8).  
The Agriculture and Forestry Committee reported without amendment S. 1915, to provide for the exchange of employees of this Department and employees of State political subdivisions or educational institutions (p. D740).
21. **TRADE AGREEMENTS.** Passed without amendment H. R. 6059, to revise the 1946 trade agreement between the United States and the Philippines (pp. 9498-9).  
This bill will now be sent to the President.
22. **SECURITY.** Passed with amendment H. J. Res 157, to establish a Commission on Government Security. Senate conferees were appointed. (p. 9501.)
23. **PROPERTY TAXES.** Sen. Humphrey inserted an excerpt from the report of the Commission on Intergovernmental Relations recommending a system of payments in lieu of property taxes (pp. 9502-3).
24. **LANDS.** Passed without amendment H. R. 4894, to repeal certain obsolete laws relating to disposals of land under the timber and stone laws (pp. 9502-3).  
This bill will now be sent to the President.
25. ~~CCC STOCKS; LANDS; RICE; FARM LABOR; TOBACCO.~~ The Agriculture and Forestry Committee ordered reported ~~without amendment S. 2170, to permit sale of CCC stocks of basic and storable nonbasic agricultural commodities without restriction where similar commodities are exported in raw or processed form; H. R. 4280, to transfer certain title 3 lands to Clemson College; S. 1621, authorizing adjustment of certain obligations of farm settlers; S. 2297, national marketing quota for tobacco; S. 1915, regarding exchange of USDA employees and employees of State political subdivisions or educational~~

(over)



~~institutions; S. 2573, amend rice quota law; and with amendment H. R. 3822, to extend the Mexican farm labor program; S. 661, to authorize CCC to process food commodities for donation under certain acts; and S. 2295 and S. 2296, tobacco allotments (p. D740).~~

26. PRICE SUPPORT. The Rules Committee ordered reported without amendment S. Res. 123, authorizing additional funds of \$20,000 for the Agriculture and Forestry Committee to conduct field hearings on farm price support programs (p. D742).
27. LEGISLATIVE PROGRAM. Sen. Clements announced that the mutual security bill will be considered on Friday, and that it is most likely the calendar call will be made on Saturday rather than on Friday (p. 9506).

#### BILLS INTRODUCED

28. SURPLUS COMMODITIES. S. 2584, by Sen. Case, S. Dak., (for himself and Sen. Anderson), to exempt sales of surplus agricultural commodities for foreign currencies from certain statutes relating to shipping; to Agriculture and Forestry Committee (p. 9472).
29. LANDS, TRANSFER. S. 2585, by Sen. Ellender, to authorize an exchange of land at the Agricultural Research Center; to Agriculture and Forestry Committee (p. 9472).
30. SURPLUS PROPERTY. S. 2591, by Sen. Kennedy (for himself and Sen. Martin, Iowa) to amend section 602 of the Federal Property and Administrative Services Act of 1949 with respect to the utilization and disposal of excess and surplus property under the control of executive agencies; to Government Operations Committee (p. 9472).
31. WHEAT. H. R. 7493, by Rep. Anfuso, to amend the Agricultural Adjustment Act of 1938, to exempt certain wheat producers from liability under the act where all the wheat crop is used for food on the farm; to Agriculture Committee (p. 9564).
32. ROADS. H. R. 7494, to provide for the completion and financing of the National System of Interstate Highways uniformly throughout the Nation, in the interest of defense, travel, and commerce; to amend the Federal-Aid Road Act approved July 11, 1916 (39 Stat. 355), as amended and supplemented; to Public Works Committee (p. 9564).
- H. R. 7497, by Rep. Magnuson,
33. PERSONNEL. H. R. 7495, by Rep. Dorn, N. Y.,/H. R. 7496, by Rep. George, and H. R. 7502, by Rep. Wright, to amend section 8 of the Civil Service Retirement Act of May 29, 1930, as amended; to Post Office and Civil Service Committee (p. 9564).
- H. R. 7499, by Rep. Ostertag, for the establishment of a Commission on the Aging; to Education and Labor Committee (p. 9564).
- H. R. 7507, by Rep. Miller, Calif., and H. R. 7508, by Rep. Yates, to amend section 8 of the Civil Service Retirement Act of May 29, 1920, as amended; to Post Office and Civil Service Committee (p. 9564).
34. DAYLIGHT SAVING. H. R. 7501, by Rep. Patterson, to amend the act of April 28, 1953, relating to daylight-saving time in the District of Columbia; to D. C. Committee (p. 9564).

# Digest of CONGRESSIONAL PROCEEDINGS

OF INTEREST TO THE DEPARTMENT OF AGRICULTURE

OFFICE OF BUDGET AND FINANCE  
(For Department Staff Only)

Issued July 22, 1955  
For actions of July 21, 1955  
84th-1st, No. 123

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HIGHLIGHTS: House committee ordered reported sugar bill. Senate passed bill to exchange USDA and State employees. Senate received proposed legislation and bill was introduced in the House providing for increase in CCC borrowing authority. Senate committees reported bills to authorize loans to small reclamation projects, permit sales of certain CCC stocks without restriction, transfer title 3 lands to Clemson College, amend rice quota law, extend Mexican farm labor program, authorize CCC to process foods for donation, and amend tobacco allotments-quotas law.

## HOUSE

1. RESERVE FORCES. Received the conference report on H. R. 7000, the reserve forces bill (H. Rept. 1335)(pp. 9601-5).
2. CONTRACTS. Agreed to the conference report on H. R. 4904, to extend the Renegotiation Act for two years (pp. 9605-6). This bill is now ready for the President.
3. MINERALS. Passed with amendments H. R. 6373, extending the Domestic Minerals Program Act to encourage the discovery, development, and production of certain domestic minerals (pp. 9610, 9619-29). The amendments agreed to related to the production of manganese and the establishment of a purchasing depot.
4. GOVERNMENT SECURITY. Conferees were appointed on H. J. Res. 157, to establish a Commission on Government Security (p. 9630). Senate conferees have been appointed.
5. FARM TRAINING. The Rules Committee reported a resolution for consideration of H. R. 4006, to amend the Veterans' Readjustment Assistance Act of 1952 to provide that education and training allowances paid to veterans pursuing institutional on-farm training shall not be reduced for 12 months after they have begun their training (p. 9649).



6. SUGAR. The Agriculture Committee ordered reported by a vote of 24 to 7, with amendments, H. R. 7030, to amend and extend the Sugar Act of 1948 (p. D755).
7. PRINTING. The House Administration Committee reported without amendment H. Res. 272, providing \$65,000 for a study and investigation of Federal printing and binding (H. Rept. 1312)(p. 9649).
8. RECLAMATION; ELECTRIFICATION. The Rules Committee reported a resolution for consideration of H. R. 3383, authorizing the Colorado River storage project (p. 9649).
9. FABRICS; RESEARCH. The Rules Committee reported a resolution providing for consideration of H. R. 5222, amending the Flammable Fabrics Act to exempt scarves which do not present an unusual hazard from its provisions (p. 9649).
10. ROADS. The Public Works Committee reported without amendment H. R. 7474, providing for a Federal-aid highway construction program (H. Rept. 1336)(p. 9649).
11. DEFENSE PRODUCTION. The Banking and Currency Committee reported without amendment H. R. 7470, to amend and extend the Defense Production Act of 1950 (H. Rept. 1343)(p. 9649).
12. FOREIGN TRADE; SURPLUS COMMODITIES. Rep. Allen, Calif., urged consideration of the use of the idle ships in the American merchant marine as storage for surplus grains and to continue the Cargo Preference provisions (pp. 9645-6).
13. LEGISLATIVE PROGRAM. The Majority Leader scheduled consideration on Mon., July 25, of the conference report on H. R. 7000, the reserve forces bill, and consideration of the following bills on Tues., July 26, through Sat., July 30 was scheduled providing rules are received; H. R. 3383, the Upper Colorado Storage project; S. 2127, the Small Business Administration bill; H. R. 7470, extension of the Defense Production Act; S. 2126, the housing bill; and H. R. 7474, the Federal-aid highway construction bill (pp. 9629-30).
14. ADJOURNED until Mon., July 25 (p. 9648).

SENATE

15. ~~CCC STOCKS; LANDS; RICE; FARM LABOR; TOBACCO.~~ The Agriculture and Forestry Committee reported during adjournment on July 20, ~~with amendment S. 1621, authorizing adjustment of certain obligations of farm settlers (S. Rept. 1042); S. 2297, national marketing quota for tobacco (S. Rept. 1043); S. 2170, to permit sale of CCC stocks of basic and storable nonbasic agricultural commodities without restriction where similar commodities are exported in raw or processed form (S. Rept. 1047); and H. R. 4280, to transfer certain title 3 lands to Clemson College (S. Rept. 1048); and with amendment H. R. 3822, to extend the Mexican farm labor program (S. Rept. 1045); S. 661, to authorize CCC to process food commodities for donation under certain acts (S. Rept. 1049); and S. 2295 and S. 2296, to amend section 313 of the Agricultural Adjustment Act of 1938, with respect to tobacco allotments (S. Repts. 1044 and 1046)(p. 9567).~~
16. EXCHANGE OF EMPLOYEES. Passed without amendment S. 1915, to provide for interchange of employees by this Department and State and local governments (pp. 9591-2). The bill had been reported without amendment during adjournment on July 20 (S. Rept. 1041)(p. 9567). Sen. Clements stated that "Senate bill

## MEXICAN FARM LABOR ACT EXTENSION

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JULY 20, 1955.—Filed under authority of the order of the Senate of July 20, 1955,  
with an amendment, and ordered to be printed

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MR. AIKEN, from the Committee on Agriculture and Forestry, submitted the following

## R E P O R T

[To accompany H. R. 3822]

The Committee on Agriculture and Forestry, to whom was referred the bill (H. R. 3822) to amend title V of the Agricultural Act of 1949, as amended, having considered the same, report thereon with a recommendation that it do pass with an amendment. ■

This bill, with the committee amendment, would (1) extend the Mexican farm labor program to June 30, 1957, (2) provide for relieving employers of their liability to pay workers' transportation and subsistence costs where such costs have been paid or provided to the workers, and (3) require consultation with employers and workers in determining the availability of domestic workers and the effect of the program on wages and working conditions of domestic workers. The bill is fully explained in the attached report of the House Committee on Agriculture.

The committee did not conduct general hearings on this bill, the hearings conducted by the House Committee on Agriculture being deemed sufficient for the committee's purposes. It did, however, hear testimony from Gen. J. M. Swing, Commissioner of the Immigration and Naturalization Service, concerning certain employers' violations of their agreements, and problems involved in administering the law to prevent such violations. Under section 501 (6) of the act, the Secretary of Labor guarantees employers' wage obligations and consequently has responsibility for seeing that employers pay the full wage covered by their agreements. It appears that some employers, in violation of their agreements, have paid workers as little as 25 to 30 cents an hour. Your committee recognizes this situation as one that requires prompt and forceful attention, and believes that the Department of Labor and the Immigration and Naturalization Service should cooperate fully in eradicating it. About a thousand



officers of the latter Service are engaged in checking on Mexican farm workers to locate illegal entrants and can at the same time check on violations of these contracts. Employers found to be in violation could then be deprived of the advantages of the act, and it is believed that this method of enforcement should be effective. If this method of enforcement raises any problems under the terms of the agreement with Mexico, your committee believes that such problems can and should be worked out with the Government of Mexico. Because this situation is one that must be remedied, your committee feels that the act should not be extended beyond June 30, 1957. At that time Congress can determine the effectiveness of the enforcement of the act, and whether any further steps to remedy the situation should be taken.

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[H. Rept. No. 625, 84th Cong., 1st sess.]

The Committee on Agriculture, to whom was referred the bill (H. R. 3822) to amend title V of the Agricultural Act of 1949, as amended, by striking out the termination date, having considered the same, report favorably thereon with an amendment and recommend that the bill, as amended, do pass.

The amendment is as follows:

Strike out all after the enacting clause, and insert: "That section 509 of the Agricultural Act of 1949, as amended, is amended by striking out 'December 31, 1955' and inserting 'June 30, 1959'.

"SEC. 2. Subsection 3 of section 502 of such Act, as amended, is amended by changing the period at the end thereof to a colon and adding the following: '*Providing, however,* That if the employer can establish to the satisfaction of the Secretary of Labor that the employer has provided or paid to the worker the cost of return transportation and subsistence from the place of employment to the appropriate reception center, the Secretary under such regulations as he may prescribe may relieve the employer of his obligation to the United States under this subsection.'

"SEC. 3. Section 503 of such Act, as amended, is amended by adding at the end thereof the following:

" 'In carrying out the provisions of (1) and (2) of this section, provision shall be made for consultation with agricultural employers and workers for the purpose of obtaining facts relevant to the supply of domestic farm workers and the wages paid such workers engaged in similar employment. Information with respect to certifications under (1) and (2) shall be posted in the appropriate local public employment offices and such other public places as the Secretary may require.' "

Amend the title to read: "A bill to amend title V of the Agricultural Act of 1949, as amended."

#### STATEMENT

The Mexican farm-labor program as it is operated today is based on legislation which became law on July 12, 1951, and was made title V of the Agricultural Act of 1949. The essential purpose of the act is to authorize the making of an agreement with the Government of Mexico for the use of Mexican nationals for temporary agricultural employment in the United States and the making of certain commitments by the Government of the United States with respect to the employment of those nationals and the protection of domestic labor. The termination date of the act was December 31, 1953. On August 8, 1953, the act was extended without change until December 31, 1955.

Probably no act with which this committee has been concerned in recent years has been so generally misunderstood as this piece of legislation. It is referred to repeatedly as the wetback bill although, rather than affording assistance in any way to the wetback Mexican nationals who cross the Rio Grande illegally to seek employment in the United States, or in any way encouraging the practice of employing such Mexicans, this act provides the only effective means of eliminating this practice. With the act in effect, it is to the advantage both of the Mexicans and the employers to utilize the legally controlled procedures of the labor program rather than the illegal practices associated with wetbacks.

This act is frequently associated with reports of substandard living conditions of migrant laborers and their families. Whatever the facts of such reports may



be, they can have no possible connection with the program made possible by the act because only male workers may be brought in from Mexico under this program and the bringing of wives and families is absolutely prohibited.

It is frequently assumed that it is this act which makes possible the entry of Mexicans into the United States for temporary employment and that without this act Mexican labor would not be used in the United States. This is not true. Aside from the flood of wetbacks which would roll into southern areas of the United States in the absence of the legal procedures provided by this act, the immigration laws themselves authorize the legal entry into the United States of Mexicans and other aliens for temporary employment. For years, thousands of Mexicans annually come into the United States for farm employment under the "white card" system authorized by the immigration laws. This system has been replaced by the much more satisfactory procedures of this act but the provisions of the immigration laws authorizing such entry are still in effect.

Under existing economic conditions and immigration laws, Mexicans are going to come into the United States for temporary agricultural employment. The purpose of this act is to permit the Government of the United States to assume more responsibility for Mexicans who come in under the work program and for the performance of individual contracts under that program than would be possible in the absence of such legislation, and to protect United States workers against any possible adverse effects from the influx of Mexican workers. Under the authority of the act, the details of the program can be worked out and embodied in a formal agreement with the Government of Mexico.

At the extensive hearings on the bill, even those who in the past have been critical of the Mexican labor program admitted that it is working with increasing effectiveness in bringing about an orderly and fair handling of this difficult situation. With a legal and supervised work contract and program available, the influx of illegal wetbacks has been substantially reduced.

In commenting on this aspect of the program, the Assistant Secretary of Labor, who appeared before the committee in support of the bill, said:

"In accordance with the mandate in the law, the Department of Labor makes every effort possible to fill our farm labor needs from all available domestic sources. During 1954, placements of farmworkers by local offices of the State employment services fell slightly below 9 million but they were still substantially above the 5-year average. During the past year the annual worker plan, under which migrant workers are prescheduled for the season, was introduced on a national scale.

"The day-haul program under which workers in cities and towns are taken daily to farms contributed approximately 250,000 additional seasonal workers to the work force. Recruitment of Indian workers from reservations rose substantially last year, placements increasing from about 32,000 to 42,000 during 1954. While the number of Puerto Ricans coming in under contract last year dropped from the previous year, the total number employed in agriculture was not reduced. A large number of Puerto Ricans are now resident migrant workers on the east coast, and many others come here seasonally from Puerto Rico by making their own arrangements with individual employers.

"Despite these and other efforts to secure domestic workers, the largest number of Mexican workers ever contracted were brought into this country last year. During 1953, we imported 201,380 workers, and during the last calendar year 309,033. This increase of over 33 percent was due not only to the continued demand for supplementary farmworkers but also to the replacement of illegal workers by contract workers."

With respect to the need for continuation of the program, the Assistant Secretary said:

"We favor the further extension of the program. As President Eisenhower pointed out in his budget message, the conditions which gave rise to the enactment of Public Law 78 and its extension are to a large extent still with us. During calendar year 1954, the demand for agricultural labor remained strong even in the face of curtailed acreage of some crops which are heavy users of labor. Improved cultivating methods, liberal use of fertilizers, insecticides, and improved seed raised the per acre production with proportionate demands for harvest labor.

"There is no indication that our agriculture will be able for quite some time to accomplish the vital task of harvesting its large seasonal crops by relying solely on domestic farm labor. The overall size of that labor force has been steadily diminishing over a number of years, and there is no indication that this trend will be reversed in the near future."

## PERIOD OF EXTENSION

As introduced, the bill provided for indefinite extension of the act. At the hearings the Assistant Secretary of Labor suggested an extension of 4½ years. Labor spokesmen generally proposed a 1-year extension. The committee amendment will extend the act for 3½ years—to June 30, 1959. The termination date has been made June 30, instead of December 31, at the request of the Department of Labor, in order to conform to fiscal-year operations.

## AMENDMENT TO SECTION 502

The amendment to section 502 was proposed by the Department of Labor and supported by representatives of farm organizations. Its purpose is to relieve employers of double liability for the cost of returning a worker to Mexico where the employer has paid once for such movement but the Mexican does not return and is later apprehended.

## AMENDMENT TO SECTION 503

Section 503 provides that before workers are brought into the United States, the Secretary of Labor must determine and certify that (1) sufficient domestic workers who are able, willing, and qualified are not available at the time and place needed to perform the work for which such workers are to be employed, (2) the employment of such workers will not adversely affect the wages and working conditions of domestic agricultural workers similarly employed, and (3) reasonable efforts have been made to attract domestic workers for such employment at wages and standard hours of work comparable to those offered to foreign workers.

It has been represented to the committee that in some instances the determination of the Secretary is made after only superficial inquiry regarding the availability of domestic workers and the wage rates being paid domestic workers. The committee is of course concerned about such reports indicating that the provisions of the act safeguarding domestic workers may not have been properly used in all instances.

To assure that such conditions do not prevail, the committee has included an amendment to section 503. The amendment specifies that the Secretary is to obtain information on the availability of domestic workers and the wage rates paid to them from agricultural employers and farmworkers employed in the area where a shortage of domestic workers is reported to exist. It is not intended that every employer or farmworker in the area shall be interviewed, but only such number as may be necessary to inform the Secretary as to the facts with respect to the availability of farmworkers and the wages paid such workers. It is also understood that the employment service will obtain such information promptly so as not to cause any delay in the process of certification.

After the Secretary has made his determination pursuant to section 503, he shall cause to be posted in appropriate public places the number of workers to be imported, and such other relevant information respecting his certifications as he deems necessary.

It is believed that this amendment specifying the information to be obtained and the persons from whom it is to be obtained will clarify procedures presently used and improve operations under the act.

## DEPARTMENTAL VIEWS

In view of the fact that representatives of the Department of Labor, the Department of Agriculture, and the Immigration and Naturalization Service of the Department of Justice testified at the hearing, no formal reports from these Departments were required. All three of the Departments mentioned recommended extension of the act.

## CHANGES IN EXISTING LAW

In compliance with subsection (4) of rule XXIX of the Standing Rules of the Senate, changes in existing law made by the bill, as reported, are shown as follows (existing law proposed to be omitted is enclosed in black brackets, new matter is printed in *italic*, existing law in which no change is proposed is shown in *roman*):



## AGRICULTURAL ACT OF 1949

\* \* \* \* \*

## TITLE V—AGRICULTURAL WORKERS

SEC. 501. For the purpose of assisting in such production of agricultural commodities and products as the Secretary of Agriculture deems necessary, by supplying agricultural workers from the Republic of Mexico (pursuant to arrangements between the United States and the Republic of Mexico or after every practicable effort has been made by the United States to negotiate and reach agreement on such arrangements), the Secretary of Labor is authorized—

(1) to recruit such workers (including any such workers who have resided in the United States for the preceding five years, or who are temporarily in the United States under legal entry);

(2) to establish and operate reception centers at or near the places of actual entry of such workers into the continental United States for the purpose of receiving and housing such workers while arrangements are being made for their employment in, or departure from, the continental United States;

(3) to provide transportation for such workers from recruitment centers outside the continental United States to such reception centers and transportation from such reception centers to such recruitment centers after termination of employment;

(4) to provide such workers with such subsistence, emergency medical care, and burial expenses (not exceeding \$150 burial expenses in any one case) as may be or become necessary during transportation authorized by paragraph (3) and while such workers are at reception centers;

(5) to assist such workers and employers in negotiating contracts for agricultural employment (such workers being free to accept or decline agricultural employment with any eligible employer and to choose the type of agricultural employment they desire, and eligible employers being free to offer agricultural employment to any workers of their choice not under contract to other employers);

(6) to guarantee the performance by employers of provisions of such contracts relating to the payment of wages or the furnishing of transportation.

SEC. 502. No workers shall be made available under this title to any employer unless such employer enters into an agreement with the United States—

(1) to indemnify the United States against loss by reason of its guaranty of such employer's contracts;

(2) to reimburse the United States for essential expenses, not including salaries or expenses of regular department or agency personnel, incurred by it for the transportation and subsistence of workers under this title in amounts not to exceed \$15 per worker; and

(3) to pay to the United States, in any case in which a worker is not returned to the reception center in accordance with the contract entered into under section 501 (5), an amount determined by the Secretary of Labor to be equivalent to the normal cost to the employer of returning other workers from the place of employment to such reception center, less any portion thereof required to be paid by other employers: *Provided, however, That if the employer can establish to the satisfaction of the Secretary of Labor that the employer has provided or paid to the worker the cost of return transportation and subsistence from the place of employment to the appropriate reception center, the Secretary under such regulations as he may prescribe may relieve the employer of his obligation to the United States under this subsection.*

SEC. 503. No worker recruited under this title shall be available for employment in any area unless the Secretary of Labor has determined and certified that (1) sufficient domestic workers who are able, willing, and qualified are not available at the time and place needed to perform the work for which such workers are to be employed, (2) the employment of such workers will not adversely affect the wages and working conditions of domestic agricultural workers similarly employed, and (3) reasonable efforts have been made to attract domestic workers for such employment at wages and standard hours of work comparable to those offered to foreign workers. *In carrying out the provisions of (1) and (2) of this section, provision shall be made for consultation with agricultural employers and workers for the purpose of obtaining facts relevant to the supply of domestic farmworkers and the wages paid such workers engaged in similar employment. Information with respect to certifications under (1) and (2) shall be posted in the appropriate local public employment offices and such other public places as the Secretary may require.*



SEC. 504. Workers recruited under this title who are not citizens of the United States shall be admitted to the United States subject to the immigration laws (or if already in, for not less than the preceding five years or by virtue of legal entry, and otherwise eligible for admission to, the United States may, pursuant to arrangements between the United States and the Republic of Mexico, be permitted to remain therein) for such time and under such conditions as may be specified by the Attorney General but, notwithstanding any other provision of law or regulation, no penalty bond shall be required which imposes liability upon any person for the failure of any such worker to depart from the United States upon termination of employment: *Provided*, That no workers shall be made available under this title to, nor shall any workers made available under this title be permitted to remain in the employ of, any employer who has in his employ any Mexican alien when such employer knows or has reasonable grounds to believe or suspect or by reasonable inquiry could have ascertained that such Mexican alien is not lawfully within the United States.

SEC. 505. (a) Section 210 (a) (1) of the Social Security Act, as amended, is amended by adding at the end thereof a new subparagraph as follows:

“(C) Service performed by foreign agricultural workers under contracts entered into in accordance with title V of the Agricultural Act of 1949, as amended.”

(b) Section 1426 (b) (1) of the Internal Revenue Code, as amended, is amended by adding at the end thereof a new subparagraph as follows:

“(C) Service performed by foreign agricultural workers under contracts entered into in accordance with title V of the Agricultural Act of 1949, as amended.”

(e) Workers recruited under the provisions of this title shall not be subject to the head tax levied under section 2 of the Immigration Act of 1917 (8 U. S. C., sec. 132).

SEC. 506. For the purposes of this title, the Secretary of Labor is authorized—

(1) to enter into agreements with Federal and State agencies; to utilize (pursuant to such agreements) the facilities and services of such agencies; and to allocate or transfer funds or otherwise to pay or reimburse such agencies for expenses in connection therewith;

(2) to accept and utilize voluntary and uncompensated services; and

(3) when necessary to supplement the domestic agricultural labor force, to cooperate with the Secretary of State in negotiating and carrying out agreements or arrangements relating to the employment in the United States, subject to the immigration laws, of agricultural workers from the Republic of Mexico.

SEC. 507. For the purposes of this title—

(1) The term “agricultural employment” includes services or activities included within the provisions of section 3 (f) of the Fair Labor Standards Act of 1938, as amended, or section 1426 (h) of the Internal Revenue Code, as amended, horticultural employment, cotton ginning, compressing and storing, crushing of oil seeds, and the packing, canning, freezing, drying, or other processing of perishable or seasonable agricultural products.

(2) The term “employer” shall include an association, or other group, of employers, but only if (A) those of its members for whom workers are being obtained are bound, in the event of its default, to carry out the obligations undertaken by it pursuant to section 502, or (B) the Secretary determines that such individual liability is not necessary to assure performance of such obligations.

SEC. 508. Nothing in this Act shall be construed as limiting the authority of the Attorney General, pursuant to the general immigration laws, to permit the importation of aliens of any nationality for agricultural employment as defined in section 507, or to permit any such alien who entered the United States legally to remain for the purpose of engaging in such agricultural employment under such conditions and for such time as he, the Attorney General, shall specify.

SEC. 509. No workers will be made available under this title for employment after [December 31, 1955] June 30, 1957.







Calendar No. 1058

84TH CONGRESS  
1ST SESSION

# H. R. 3822

[Report No. 1045]

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## IN THE SENATE OF THE UNITED STATES

JULY 7 (legislative day, JULY 6), 1955

Read twice and referred to the Committee on Agriculture and Forestry

JULY 20, 1955

Reported, under authority of the order of the Senate of July 20, 1955, by Mr.  
AIKEN, with an amendment

[Omit the part struck through and insert the part printed in italic]

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## AN ACT

To amend title V of the Agricultural Act of 1949, as amended.

1       *Be it enacted by the Senate and House of Representa-*  
2       *tives of the United States of America in Congress assembled,*  
3       That section 509 of the Agricultural Act of 1949, as  
4       amended, is amended by striking out "December 31, 1955"  
5       and inserting "June 30, ~~1959~~ 1957".

6       SEC. 2. Subsection 3 of section 502 of such Act, as  
7       amended, is amended by inserting before the period at the  
8       end thereof the following: "*: Provided, however, That if the*  
9       employer can establish to the satisfactioin of the Secretary of  
10      Labor that the employer has provided or paid to the worker  
11      the cost of return transportation and subsistence from the

1 place of employment to the appropriate reception center, the  
2 Secretary under such regulations as he may prescribe may  
3 relieve the employer of his obligation to the United States  
4 under this subsection.”

5 SEC. 3. Section 503 of such Act, as amended, is amended  
6 by adding at the end thereof the following:

7 “In carrying out the provisions of (1) and (2) of this  
8 section, provision shall be made for consultation with agri-  
9 cultural employers and workers for the purpose of obtaining  
10 facts relevant to the supply of domestic farm workers and  
11 the wages paid such workers engaged in similar employment.  
12 Information with respect to certifications under (1) and (2)  
13 shall be posted in the appropriate local public employment  
14 offices and such other public places as the Secretary may  
15 require.”

Passed the House of Representatives July 6, 1955.

Attest:

RALPH R. ROBERTS,

*Clerk.*





84<sup>TH</sup> CONGRESS  
1<sup>ST</sup> SESSION

**H. R. 3822**

[Report No. 1045]

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**AN ACT**

To amend title V of the Agricultural Act of  
1949, as amended.

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JULY 7 (legislative day, JULY 6), 1955  
Read twice and referred to the Committee on  
Agriculture and Forestry

JULY 20, 1955

Reported with an amendment







# Digest of CONGRESSIONAL PROCEEDINGS

OF INTEREST TO THE DEPARTMENT OF AGRICULTURE

OFFICE OF BUDGET AND FINANCE  
(For Department Staff Only)

Issued July 25, 1955  
For actions of July 22, 1955  
84th-1st, No. 124

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HIGHLIGHTS: Senate committee reported bill to amend rice quota law. Senate passed bills to: provide mutual security appropriations; extend Mexican farm labor program; amend tobacco allotments-quotas law; authorize CCC to process foods for donation; transfer title 3 lands to Clemson College; and permit sales of certain CCC stocks without restriction. Sen. Ellender introduced bill to increase CCC borrowing authority.

## SENATE

1. FOREIGN AID. Passed, 62 to 22, with amendments H. R. 7224, the mutual security appropriation bill for 1956 (pp. 9684, 9687-9714, 9717-51). Senate conferees were appointed (p. 9751). Rejected an Ellender amendment to reduce by \$5.5 million the amount available to Spain which shall be used for agricultural commodities (p. 9729).
2. RICE. The Agriculture and Forestry Committee reported without amendment S. 2573, to amend the rice marketing quota provisions of the Agricultural Adjustment Act of 1938, to provide that "in States where farm rice acreage allotments are established on a producer basis only the past plantings of rice by the producer within the State and acreage allotments previously established in the State for the producers would be used in determining such allotments" (S. Rept. 1093)(p. 9653).
3. LANDS. Passed without amendment H. R. 605, to provide for the abolition of the 80-rod reserved space between claims on shore waters in Alaska (p. 9672). This bill will now be sent to the President.

Passed without amendment H. R. 4280, to transfer certain title 3 lands to Clemson College, S. C., so as to permit such college, subject to certain conditions, to sell, lease, or otherwise dispose of such lands (pp. 9684-5). This bill will now be sent to the President.

4. FARM LABOR. Passed as reported H. R. 3822, to extend the Mexican farm labor/<sup>program</sup> for  $1\frac{1}{2}$  years (p. 9676).
5. EDUCATION; VETERANS' BENEFITS. Passed without amendment S. 2081, to provide that education and training allowances paid to veterans pursuing institutional on-farm training shall not be reduced for 12 months after they have begun their training (p. 9672).
6. RECLAMATION. Passed as reported S. 1534, to facilitate the construction of drainage works and other minor items on Federal reclamation and like projects (p. 9672).
7. PRICE SUPPORT. Agreed to S. Res 123, increasing by 20,000 the funds available to the Agriculture and Forestry Committee for a study of price supports (p. 9673).
8. TOBACCO. Passed without amendment S. 2297, providing for the Secretary of Agriculture to proclaim a national marketing quota for tobacco (p. 9676).  
Passed as reported S. 2296, providing for the exemption from marketing quotas of certain farms not producing tobacco for which an allotment had been made (p. 9676).  
Passed as reported S. 2295, providing for the establishment of burley tobacco acreage allotments for farms retired from tobacco production (p. 9676).
9. COMMODITY CREDIT CORPORATION. Passed with amendment H. R. 2851, to make agricultural commodities owned by the Commodity Credit Corporation available to persons in need in areas of acute distress. The amendment to H. R. 2851 consisted of the insertion of the text of S. 661 for that of the House bill, and then S. 661 was indefinitely postponed (pp. 9677, 9679-84).  
Passed without amendment S. 2170, to permit sale of CCC stocks of basic and storable nonbasic agricultural commodities without restriction where similar commodities are exported in raw or processed form (p. 9685).
10. TEXTILES. Sen. Thurmond inserted a letter, containing the signatures of 1,017 residents of Whitmire, S. C., stating that the reduction of tariffs on imported textile products has had a disastrous effect on the American textile industry (pp. 9657-8).  
Sen. Johnston cited the increased textile imports from Japan and said these imports are having an adverse effect on the domestic textile industry (pp. 9686-7).
11. LANDS. Passed without amendment S. 1621, authorizing adjustment of certain obligations of farm settlers (p. 9676). The bill would authorize the Secretary of Agriculture to: (1) Extend to projects developed under the authorities of the Act of August 11, 1939, commonly known as the Wheeler-Case Act, the provisions of certain sections of the Bankhead-Jones Farm Tenant Act, as amended, to release debtors of liability under certain conditions; and (2) authorize the Secretary of Agriculture to make adjustments in the terms, conditions and amounts of obligations incurred in connection with the development or operation of a project unit, or in the price at which units on such proj-



United States the offer of a gift to it of the physical memorial to be erected on the Capitol Grounds without cost to the United States Government, substantially in the form as described herein, and to recommend that it be located on the following described site: Square 633 on the drawing of the Architect of the Capitol, located just below the Fountain Plaza area, lies between New Jersey Avenue on the east, Constitution Avenue on the south, Louisiana Avenue diagonally on the northwest, and First Street on the west; that said offer shall be made in the form of a letter to the President of the Senate and Speaker of the House of Representatives and attached thereto shall be a copy of this resolution and a photograph of the architect's sketch of the memorial.

*Resolved further,* That if and when the Congress accepts said offer of the foundation and upon the approval by the subcommittee of the plans and specifications, and the Architect of the Capitol, or by whomever person or persons required by the Congress to do so, the finance committee shall proceed to secure the necessary funds for the erection of said memorial and upon certification that sufficient funds have been either collected or pledged, and certification that all conditions set forth by the Congress have been complied with, B. CARROLL REECE, president of the foundation, on behalf of the foundation, shall enter into the necessary contracts and agreements for the erection of said memorial.

*Resolved further,* That anything in this resolution to the contrary notwithstanding, the wording of the scroll and the sculpture which is to be a part of said memorial shall be submitted to the executive committee for approval before submitting said sculpture and scroll to the designated representatives of the Congress for final approval.

*Resolved further,* That, in accordance with the statements made by the president the substance of these resolutions shall be transmitted to the board of trustees as soon as possible.

Mr. NEUBERGER. Mr. President, I was trying to obtain the floor during the consideration of the concurrent resolution dealing with the proposed memorial to the late Senator Taft, and the joint resolution providing for the creation of a commission to study plans for a memorial honoring the late Franklin D. Roosevelt.

I should like to ask a question of the distinguished chairman of the Committee on Rules and Administration with respect to these memorials.

At the time the Taft Memorial on the Capitol Plaza was first proposed, I received communications from a number of people in my State, including some newspaper editors.

Our State once had a very illustrious Republican Senator who served in this body for 28 years, and was for many years Republican minority leader. I refer to the distinguished late Senator Charles L. McNary.

The writers of these letters ask me this question: Suppose a group of people in the State of Oregon should feel that they would like to raise funds to erect a memorial on the Capitol Plaza to Senator McNary? Naturally it would not be of the dimensions of the memorial proposed to Senator Taft, because that amount of money probably could not be raised in a State with our limited population. But would consideration be given to setting aside a plot of land on the Capitol Plaza so that the citizens of Oregon who are interested in honoring Senator McNary,

who had a very distinguished career in the United States Senate, could likewise obtain ground on the Capitol Plaza for the erection of a memorial—of more modest and limited proportions than the Taft monument—in tribute to Senator McNary?

Mr. GREEN. Of course, to answer the Senator's question directly, there would be no objection to any organization suggesting the erection of a monument to the memory of any great American official, whether he be a general, an admiral, a Member of the Senate, a Member of the House, or any other distinguished American, the monument to be paid for either by subscription or by appropriation.

Perhaps what the Senator has in mind today is to draw attention to the fact that we are establishing a precedent. At the present time there is only one monument on the Capitol Grounds, and that is the monument to Chief Justice John Marshall, which is on the other side of the Capitol Grounds. There is no other monument anywhere on the Capitol Grounds. All the other monuments are in the Capitol.

After some experiences, perhaps similar to the one today, a rule was established in accordance with which each State has the right to place in the Capitol 2 statues in honor of 2 of its citizens. That rule has been carried out.

If the precedent being established today were to be followed similarly, of course, a resolution might be adopted by Congress—I hope it will not be—giving each State the right to erect 2 monuments to 2 of its distinguished citizens on the Capitol Grounds. That would mean almost 200 such monuments on the Capitol Grounds and in the Capitol. Perhaps that is a bit too fanciful. I do not suppose such a proposal would be made. However, based on the precedent today, it could very well be.

If the Senator wishes to carry out his idea, it seems to me we might consider a resolution which would establish a general rule under which monuments on the Capitol Grounds might be erected under certain conditions. The pending matter was acted on as an individual project.

Mr. NEUBERGER. I thank the distinguished chairman of the Committee on Rules and Administration. Let me add that there was absolutely no derogation of the purpose of the erection of the proposed memorial to Senator Taft implied in what I said. I should state to the Senator also, because it may interest him to know it, that the only criticism which I received from my State of the proposed memorial to Senator Taft came from a very strongly Republican newspaper, edited in the capital of my State, and owned by a former distinguished Republican Governor of Oregon.

However, the general tenor of the letters I received merely asked, because of reverence for the memory of Senator Charles L. McNary, whether Senator McNary could be honored with a monument on the Capitol Grounds.

Mr. GREEN. I believe all of us have probably received similar letters, inquiring whether monuments could be erected

to the memory of Senator Webster or Senator Calhoun, for example.

Mr. NEUBERGER. While consideration is being given to the erection of the Taft memorial, I believe the record should be clear that if in the future it is proposed to honor Senator Webster, or Senator McNary, or Senator Norris, or Senator Vandenberg, or Senator Calhoun, or whomever it may be, parallel consideration may be given to placing on the Capitol grounds monuments in honor of those illustrious men.

Mr. GREEN. Congress has a right to do anything it wishes to do. It could authorize such statues. It could also qualify or add certain conditions to the erection of such statues. If I may express a personal opinion—not of the committee—it might be well if we could establish a general rule to be applied in such cases, just as there is now a rule with respect to the erection of statues in the Capitol.

Mr. CHAVEZ. Mr. President, I am in favor of the resolution. However, I wish to say to my good friend from the State of Oregon that I served with Senator McNary, and I believe the adoption of the resolution will help the idea the Senator from Oregon has in mind. We are establishing a precedent. I believe Senator McNary deserves a place in American history.

Mr. NEUBERGER. I thank the Senator from New Mexico for his kind remarks about Senator McNary.

Mr. CHAVEZ. I knew Senator McNary very well. I knew him from the first day he served in the Senate. At that time I was a clerk in the Senate. I not only knew him personally very well, but I always thought he was a great American citizen. I believe the idea the Senator from Oregon has in mind, that the people of Oregon may some day wish to honor Senator McNary will be enhanced if we adopt the resolution, because we will be establishing a precedent.

Mr. NEUBERGER. To indicate the extent of my admiration for Senator McNary I should state that, although I have been a registered Democrat since the day I reached my 21st birthday, on the only two occasions when I had an opportunity to vote for Senator McNary, which was in 1936 and in 1942, I voted for him rather than for his Democratic opponent, because of my admiration for Senator McNary's progressive viewpoint and his character and integrity.

#### PRINTING OF REPORT ON THE PRAYER ROOM IN THE CAPITOL

The concurrent resolution (H. Con. Res. 90) authorizing the preparation and printing of a report on the Prayer Room established in the Capitol was considered and agreed to.

#### PRINTING OF ADDITIONAL COPIES OF HEARINGS HELD BY THE JOINT COMMITTEE ON ATOMIC ENERGY

The concurrent resolution (H. Con. Res. 148) authorizing the printing of additional copies of the hearings held by the Joint Committee on Atomic



Energy on May 9, 1955, on "Radiation Sterilization of Foods," was considered and agreed to.

### BILL PASSED OVER

The bill (H. R. 4744) to amend the Railroad Retirement Act of 1937, as amended, and the Railroad Unemployment Insurance Act was announced as next in order.

The PRESIDING OFFICER. Is there objection to the present consideration of the bill?

Mr. PURTELL. Over.

The PRESIDING OFFICER. The bill will be passed over.

### ADJUSTMENT OF CERTAIN OBLIGATIONS OF SETTLERS

The bill (S. 1621) to authorize adjustment by the Secretary of Agriculture of certain obligations of settlers on projects developed or subject to the act of August 11, 1939, as amended, and for other purposes, was considered, ordered to be engrossed for a third reading, read the third time, and passed, as follows:

*Be it enacted etc.,* That the provisions of sections 41 (g), 43, and 51 of the Bankhead-Jones Farm Tenant Act, as amended (7 U. S. C. 1015 (g), 1017, and 1025), are hereby extended to apply on the obligations of settlers on projects developed under the act of August 11, 1939, as amended (16 U. S. C. 590y-z), or similar projects under the water conservation and use item of the Department of the Interior Appropriation Act, 1940, as amended (53 Stat. 719), of the type incurred in accordance with section 5 of said act (16 U. S. C. 590z-3), or other obligations to or administered by the Secretary of Agriculture incurred in connection with the development or operation of the project unit, and the Secretary is authorized to make make such additional adjustments in the terms and conditions and amounts of any such obligations of such persons or in the price at which project units are sold to settlers as may be reasonably necessary to permit such persons to acquire, develop, and establish successful farming operations on their farm units and repay such adjusted obligations.

### AMENDMENT OF AGRICULTURAL ADJUSTMENT ACT OF 1938

The bill (S. 2297) to further amend the Agricultural Adjustment Act of 1938, and for other purposes was considered, ordered to be engrossed for a third reading, read the third time, and passed, as follows:

*Be it enacted, etc.,* That section 312 of the Agricultural Adjustment Act of 1938, as amended (7 U. S. C. 1312), is hereby amended to read as follows:

"Sec. 312. (a) The Secretary shall, not later than December 1 of any marketing year, proclaim a national marketing quota for any kind of tobacco for each of the next 3 succeeding marketing years whenever he determines with respect to such kind of tobacco—

"(1) that a national marketing quota has not previously been proclaimed and the total supply as of the beginning of such marketing year exceeds the reserve supply level therefor;

"(2) that such marketing year is the last year of 3 consecutive years for which mar-

keting quotas previously proclaimed will be in effect;

"(3) that amendments have been made in provisions for establishing farm acreage allotments which will cause material revision of such allotments before the end of the period for which quotas are in effect; or

"(4) that a marketing quota previously proclaimed for such marketing year is not in effect because of disapproval by producers in a referendum held pursuant to subsection (c): *Provided*, That if such producers have disapproved national marketing quotas in a referendum held in 3 successive years subsequent to 1952; thereafter a national marketing quota shall not be proclaimed hereunder which would be in effect for any marketing year within the 3-year period for which national marketing quotas previously proclaimed were disapproved by producers in a referendum, unless prior to November 10 of the marketing year one-fourth or more of the farmers engaged in the production of the crop of tobacco harvested in the calendar year in which such marketing year begins petition the Secretary, in accordance with such regulations as he may prescribe, to proclaim a national marketing quota for each of the next 3 succeeding marketing years.

"(b) The Secretary shall also determine and announce, prior to the 1st day of December, the amount of the national marketing quota proclaimed pursuant to subsection (a) which is in effect for the next marketing year in terms of the total quantity of tobacco which may be marketed which will make available during such marketing year a supply of tobacco equal to the reserve supply level. The amount of the national marketing quota so announced may, not later than the following March 1, be increased by not more than 20 percent if the Secretary determines that such increase is necessary in order to meet market demands or to avoid undue restrictions of marketings in adjusting the total supply to the reserve supply level.

"(c) Within 30 days after the proclamation of national marketing quotas under subsection (a), the Secretary shall conduct a referendum of farmers engaged in the production of the crop of tobacco harvested immediately prior to the holding of the referendum to determine whether such farmers are in favor of or opposed to such quotas for the next 3 succeeding marketing years. If more than one-third of the farmers voting oppose the national marketing quotas, such results shall be proclaimed by the Secretary and the national marketing quotas so proclaimed shall not be in effect but such results shall in no wise affect or limit the subsequent proclamation and submission to a referendum, as otherwise provided in this section, of a national marketing quota."

### AMENDMENT OF AGRICULTURAL ADJUSTMENT ACT OF 1938 RELATING TO TOBACCO ALLOTMENTS

The Senate proceeded to consider the bill (S. 2296) to amend section 313 of the Agricultural Adjustment Act of 1938, with respect to tobacco allotments, which had been reported from the Committee on Agriculture and Forestry with amendments, on page 1, at the beginning of line 6, to insert "(j)"; in the same line, after the word "farm", to insert "in 1955 or any subsequent year"; and at the beginning of line 8, to strike out "has been" and insert "was", so as to make the bill read:

*Be it enacted, etc.,* That section 313 of the Agricultural Adjustment Act of 1938, as amended, is amended by adding at the end thereof the following new subsection:

"(j) The production of tobacco on a farm in 1955 or any subsequent year for which

no farm acreage allotment was established shall not make the farm eligible for an allotment as an old farm under subsections (b) and (g) hereof: *Provided, however*, That by reason of such production the farm need not be considered as ineligible for a new farm allotment under subsections (c) and (g) hereof, but such production shall not be deemed past tobacco experience for any producer on the farm."

The amendments were agreed to.

The bill was ordered to be engrossed for a third reading, read the third time, and passed.

### AMENDMENT OF TITLE V OF THE AGRICULTURAL ACT OF 1948

The Senate proceeded to consider the bill (H. R. 3822) to amend title V of the Agricultural Act of 1949, as amended, which had been reported from the Committee on Agriculture and Forestry, with an amendment, on page 1, line 5, after the numerals "30", to strike out "1959" and insert "1957."

The amendment was agreed to.

The amendment was ordered to be engrossed and the bill to be read a third time.

The bill was read the third time and passed.

### AMENDMENT OF SECTION 313 OF THE AGRICULTURAL ADJUSTMENT ACT OF 1938

The Senate proceeded to consider the bill (S. 2295) to amend section 313 of the Agricultural Adjustment Act of 1938, with respect to tobacco allotments, which had been reported from the Committee on Agriculture and Forestry, with an amendment, on page 1, at the beginning of line 6, to insert "(j)", so as to make the bill read:

*Be it enacted, etc.,* That section 313 of the Agricultural Adjustment Act of 1938, as amended, is amended by adding at the end thereof the following new subsection:

"(j) In establishing farm acreage allotments for burley tobacco crops for the years 1956, 1957, and 1958 the acreage allotment for any farm which has not been retired from agricultural production shall not be reduced below the acreage allotment which would otherwise be established because the harvested acreage was less than the allotted acreage unless the acreage harvested was less than 50 percent of the allotted acreage in each of the preceding 5 years, in which event it shall not be reduced for such reason to less than the largest acreage harvested in any year in such 5-year period."

The amendment was agreed to.

The bill was ordered to be engrossed for a third reading, read the third time, and passed.

### BILL PASSED OVER

The bill (S. 2170) to permit sale of Commodity Credit Corporation stocks of basic and storable nonbasic agricultural commodities without restriction where similar commodities are exported in raw or processed form was announced as next in order.

The PRESIDING OFFICER. Is there objection to the present consideration of the bill?







July 25, 195

15. MEXICAN FARM LABOR. Conferees were appointed on H. R. 3822, the Mexican farm labor bill (p. 9850). ~~Senate conferees were appointed on July 22.~~
16. FOREIGN AID. Conferees were appointed on H. R. 7224, the Mutual Security Appropriation bill for 1956 (p. 9807). ~~Senate conferees were appointed on July 22.~~
17. RESERVE FORCES. Agreed to the conference report on H. R. 7000, to provide for strengthening the Reserve Forces (pp. 9839-49).
18. COMMODITY EXCHANGES. The Agriculture Committee ordered reported S. 1051, to amend the Commodity Exchange Act regarding fees for registrations and renewals of certificates (p. D774).
19. RECLAMATION; ELECTRIFICATION. Rep. Hosmer spoke in opposition to the proposed upper Colorado storage project and cited Southern California's alleged water losses if the project is undertaken (pp. 9850-3).
20. SMALL BUSINESS. The Banking and Currency Committee reported with amendments S. 2127, to amend and extend the Small Business Act of 1953 (H. Rept. 1350) (p. 9863).
21. FOREIGN TRADE. The Public Works Committee reported without amendment H. R. 6769, to provide better facilities for the enforcement of the customs and immigration laws, and to increase the amounts authorized to be expended (H. Rept. 1395) (p. 9863).
22. ROADS. The Rules Committee reported a resolution for the consideration of H. R. 7474, the Federal-State highway construction bill (p. 9863). The resolution provides for 3 hours of general debate, and permits amendments to all parts of the bill except Sec. 4, which deals with the proposed tax increases.
23. RECLAMATION. The Aspinall subcommittee of the Interior and Insular Affairs Committee ordered reported the following bills to the full committee, July 23: H. R. 1603, to terminate the prohibition against employment of Mongolian labor in the construction of reclamation projects; H. R. 5169, to authorize the construction of a Federal reclamation project to furnish a water supply for the lands of the Arch Hurley Conservancy District, N. Mex.; S. 180, to authorize construction, operation, and maintenance of the Washita River Basin reclamation project, Okla.; and reported without recommendation H. R. 5749, providing for Federal construction and operation of the Ainsworth unit of the Missouri River Basin project (to be held in full committee pending receipt of final project planning report); and reported with recommendation to table H. R. 310, to authorize the Secretary of the Interior to construct, operate, and maintain the Washita River Basin reclamation project, Okla. (p. D775).

#### BILLS INTRODUCED

24. PERSONNEL. H. R. 7555, by Rep. Holifield, H. R. 7556, by Rep. Hope, H. R. 7577, by Rep. Davis, Tenn., and H. R. 7578, by Rep. Fascell, "to amend section 8 of the Civil Service Retirement Act of May 29, 1930, as amended;" to Post Office and Civil Service Committee (pp. 9864, 9865).  
S. 2628, by Sen. Johnston, S. C. (for himself and Sen. Carlson), to increase rates of compensation of the heads and assistant heads of executive departments and independent agencies; to Post Office and Civil Service Committee (p. 9766).

25. RECLAMATION. H. R. 7548, by Rep. Baldwin, to authorize the construction of additional works for the extension of the Contra Costa Canal, a feature of the Central Valley project, California; to Interior and Insular Affairs Committee (p. 9864).
26. ELECTRIFICATION. H. R. 7554, by Rep. Hayworth, to promote the common defense and the general welfare of the people of the United States by encouraging maximum development of low-cost electric energy from all sources of power, including atomic energy, coal, oil, natural gas, and water; to Interstate and Foreign Commerce Committee (p. 9864).
27. PERSONNEL. H. R. 7562, by Rep. McDonough, "to amend section 8 of the Civil Service Retirement Act of May 29, 1930, as amended;" to Post Office and Civil Service Committee (p. 9864).
28. VETERANS' BENEFITS. H. R. 7569, by Rep. Smith, Miss., to amend the Veterans' Readjustment Assistance Act of 1952 to provide education and training rights for persons who enlisted in the Armed Forces of the United States during January 1955, but who were not on active duty on January 31, 1955; to Veterans' Affairs Committee (p. 9865).
29. WATER. H. R. 7570, by Rep. Smith, Miss., authorizing the Secretary of the Interior to make a comprehensive survey and study of the ground-water resources of the Mississippi Valley embayment area; to Interior and Insular Affairs Committee (p. 9865).
30. TOBACCO RESEARCH. H. J. Res 398, by Rep. Abbitt, directing a study and report by the Administrator of the Agricultural Research Service of the Department of Agriculture proposing an expansion of the tobacco production, utilization, and marketing research program, with primary emphasis on basic research; to Agriculture Committee (p. 9865).

#### ITEMS IN APPENDIX

31. RECLAMATION; ELECTRIFICATION. Speech in the House by Rep. Thomson, "yo., replying to criticism of the upper Colorado River storage project by Leslie A. Miller, stating that "the project will pay for itself within 50 years" (pp. A5403-4).

Speech in the House by Rep. Dawson in favor of the upper Colorado project (p. A5404).

Rep. Dempsey called attention to an illustrated Time magazine article, "The American Desert, 1955;" which shows the effect of irrigation in reclaiming desert land, and inserted a letter of comment to the editor from a reader (p. A5426).

Rep. Dixon inserted a statement from the mining industry of the Northwest stating that water resources to be opened up by the upper Colorado project are needed to support mining development of that region (pp. A5435-6).

Speech in the House by Rep. Dixon citing a Supreme Court study which recommended against the upper Colorado basin States' being drawn into current litigation with Calif. (pp. A5436-7).

Extension of remarks of Rep. Metcalf supporting the upper Colorado project as the result of the elimination of Echo Park Dam from this project (p. A5446).

Sen. Thye inserted a Denver Post editorial commending the stand of Administrator Nelsen in opposing recommendations of the Hoover Commission regarding REA (pp. A5426-7).



Mr. BRAY. Mr. Speaker, I offer a motion to recommit.

The SPEAKER. Is the gentleman opposed to the conference report?

Mr. BRAY. I am, Mr. Speaker.

The SPEAKER. The Clerk will report to motion to recommit.

The Clerk read as follows:

Mr. BRAY moves to recommit the conference report on the bill H. R. 7000 to the conference committee.

Mr. VINSON. Mr. Speaker, I move the previous question.

The previous question was ordered.

The SPEAKER. The question is on the motion to recommit.

The motion to recommit was rejected.

The SPEAKER. The question is on agreeing to the conference report.

Mr. MASON. Mr. Speaker, on that, I demand the yeas and nays.

The yeas and nays were ordered.

The question was taken; and there were—yeas 315, nays 78, answered "present" 1, not voting 40, as follows:

[Roll No. 129]

YEAS—315

|               |               |                 |
|---------------|---------------|-----------------|
| Abbitt        | Coudert       | Hays, Ark.      |
| Abernethy     | Cramer        | Hébert          |
| Addonizio     | Cretella      | Henderson       |
| Albert        | Cunningham    | Herlong         |
| Alexander     | Curtis, Mass. | Heslton         |
| A'ger         | Dague         | Hess            |
| Allen, Calif. | Davidson      | Hiestand        |
| Allen, Ill.   | Davis, Ga.    | Hill            |
| Andersen,     | Davis, Tenn.  | Hinshaw         |
| H. Carl       | Davis, Wis.   | Hoeven          |
| Andresen,     | Dawson, Ill.  | Holmes          |
| August H.     | Dawson, Utah  | Holt            |
| Andrews       | Deane         | Hope            |
| Arends        | Delaney       | Horan           |
| Ashley        | Dempsey       | Hosmer          |
| Ashmore       | Derounian     | Huddleston      |
| Aspinall      | Devereux      | Hull            |
| Auchincloss   | Dies          | Hyde            |
| Ayres         | Dixon         | Ikard           |
| Baker         | Dodd          | Jackson         |
| Baldwin       | Dolliver      | James           |
| Barrett       | Dondero       | Jarman          |
| Bass, N. H.   | Donohue       | Jenkins         |
| Bass, Tenn.   | Donovan       | Jensen          |
| Bates         | Dowdy         | Johnson, Calif. |
| Becker        | Doyle         | Johnson, Wis.   |
| Belcher       | Durham        | Jonas           |
| Beil          | Edmondson     | Jones, Ala.     |
| Bennett, Fla. | Elliott       | Jones, Mo.      |
| Bentley       | Ellsworth     | Jones, N. C.    |
| Berry         | Engle         | Judd            |
| Blich         | Evins         | Karsten         |
| Boggs         | Fallon        | Kearns          |
| Boland        | Fascell       | Keating         |
| Bolling       | Feighan       | Kelly, N. Y.    |
| Bolton        | Fenton        | Kilday          |
| Frances P.    | Fernandez     | Kilgore         |
| Bolton,       | Fine          | King, Calif.    |
| Oliver P.     | Fisher        | Kirwan          |
| Bonner        | Fjare         | Kluczynski      |
| Bosch         | Flynt         | Landrum         |
| Bowler        | Fogarty       | Lanham          |
| Brooks, La.   | Forand        | Lankford        |
| Brooks, Tex.  | Ford          | Latham          |
| Brown, Ga.    | Forrester     | LeCompte        |
| Broyhill      | Fountain      | Lesinski        |
| Buckley       | Frazier       | Lipscomb        |
| Burleson      | Frelinghuysen | Lovre           |
| Burnside      | Friedel       | McCarthy        |
| Bush          | Fulton        | McConnell       |
| Byrnes, Wis.  | Gamble        | McCormack       |
| Canfield      | Garmatz       | McDonough       |
| Cannon        | Gary          | McIntire        |
| Carlyle       | Gathings      | McMillan        |
| Carnahan      | Gavin         | Machrowicz      |
| Carrigg       | Gordon        | Mack, Ill.      |
| Cederberg     | Granahan      | Mack, Wash.     |
| Celler        | Grant         | Magnuson        |
| Chase         | Gregory       | Mahon           |
| Chatham       | Gubser        | Mailliard       |
| Chelf         | Gwinn         | Martin          |
| Chenoweth     | Hagen         | Matthews        |
| Clark         | Hale          | Morrow          |
| Cole          | Haley         | Metcalf         |
| Colmer        | Halleck       | Miller, Calif.  |
| Cooley        | Harden        | Miller, Md.     |
| Coon          | Harris        | Miller, Nebr.   |
| Cooper        | Harrison, Va. | Mills           |
| Corbett       | Harvey        |                 |

Minshall  
Morano  
Moss  
Moulder  
Multer  
Murray, Ill.  
Murray, Tenn.  
Natcher  
Norblad  
Norrell  
O'Brien, Ill.  
O'Brien, N. Y.  
O'Neill  
Osmers  
Ostertag  
Passman  
Patman  
Patterson  
Pelly  
Pfost  
Phillips  
Pilcher  
Pillion  
Poage  
Poff  
Preston  
Price  
Priest  
Prouty  
Quigley  
Rabaut  
Rains  
Ray  
Reed, Ill.  
Rees, Kans.  
Reuss  
Rhodes, Ariz.  
Richards

Riehlman.  
Riley  
Rivers  
Roberts  
Robson, Ky.  
Rodino  
Rogers, Colo.  
Rogers, Fla.  
Rogers, Mass.  
Rogers, Tex.  
Rooney  
Rutherford  
Sadlak  
St. George  
Scherer  
Schwengel  
Scott  
Scrivner  
Scudder  
Seely-Brown  
Selden  
Sheppard  
Short  
Shuford  
Sikes  
Siler  
Simpson, Ill.  
Simpson, Pa.  
Sisk  
Smith, Miss.  
Smith, Va.  
Spence  
Springer  
Steed  
Taber  
Talle  
Taylor

Teague, Calif.  
Teague, Tex.  
Thomas  
Thompson, Tex.  
Thomson, Wyo.  
Thornberry  
Trimble  
Tuck  
Tumulty  
Udall  
Utt  
Vanik  
Van Zandt  
Velde  
Vinson  
Vorys  
Vursell  
Wainright  
Walter  
Weaver  
Westland  
Wharton  
Whitten  
Wickersham  
Widnall  
Wigglesworth  
Williams, Miss.  
Williams, N. J.  
Williams, N. Y.  
Wilson, Ind.  
Wolcott  
Wolverton  
Wright  
Young  
Younger  
Zablocki  
Zelenko

Mr. Morrison with Mr. Fino.  
Mr. Winstead with Mr. Hillings.  
Mr. Shelley with Mr. Kilburn.  
Mr. Boykin with Mr. Krueger.  
Mrs. Buchanan with Mr. Reed of New York.  
Mr. Byrne of Pennsylvania with Mr. Budge.  
Mr. Chudoff with Mr. Mumma.  
Mr. Thompson of Louisiana with Mr. King of Pennsylvania.  
Mr. Thompson of New Jersey with Mr. Tollefson.  
Mr. Macdonald with Mr. Wilson of California.

Mr. JENNINGS. Mr. Speaker, I have a live pair with the gentleman from Virginia, Mr. HARDY. If he were present he would have voted "yea." I voted "nay." I withdraw my vote and vote "present."

Mr. PATMAN changed his vote from "nay" to "yea."

Mr. BAILEY changed his vote from "yea" to "nay."

The result of the vote was announced as above recorded.

A motion to reconsider was laid on the table.

#### GENERAL LEAVE TO EXTEND REMARKS

Mr. VINSON. Mr. Speaker, I ask unanimous consent that all Members have 5 legislative days in which to extend their remarks in the RECORD on the bill H. R. 7000.

The SPEAKER. Is there objection to the request of the gentleman from Georgia?

There was no objection.

#### OLD COLONY PROJECT, BOSTON HOUSING AUTHORITY

Mr. SPENCE. Mr. Speaker, I ask unanimous consent to take from the Speaker's table the bill (H. R. 6980) providing for the conveyance of the Old Colony project to the Boston Housing Authority, with a Senate amendment thereto, and concur in the Senate amendment.

The Clerk read the title of the bill.

The Clerk read the Senate amendment as follows:

Page 2, line 5, after "determine" insert ", and the amount received for each project shall be reported by the Administrator to the Banking and Currency Committee of the Senate and the Banking and Currency Committee of the House of Representatives."

The SPEAKER. Is there objection to the request of the gentleman from Kentucky?

There was no objection.

The Senate amendment was concurred in; and a motion to reconsider was laid on the table.

#### TRAVEL EXPENSE, UNITED STATES MARSHALS

Mr. LANE. Mr. Speaker, I ask unanimous consent for the immediate consideration of the bill (H. R. 4019) to authorize mileage allowance of 10 cents per mile for United States marshals and their deputies for travel on official business.

The Clerk read the title of the bill.

The SPEAKER. Is there objection to the request of the gentleman from Massachusetts?

#### NAYS—78

|                |                 |                 |
|----------------|-----------------|-----------------|
| Adair          | Green, Oreg.    | Mollohan        |
| Bailey         | Griffiths       | Morgan          |
| Barden         | Gross           | Nelson          |
| Baumhart       | Hand            | Nicholson       |
| Beamer         | Harrison, Nebr. | O'Hara, Ill.    |
| Bennett, Mich. | Hayworth        | O'Hara, Minn.   |
| Betts          | Hoffman, Ill.   | O'Konski        |
| Blatnik        | Hoffman, Mich.  | Philbin         |
| Bow            | Holifield       | Polk            |
| Boyle          | Holtzman        | Powell          |
| Bray           | Johansen        | Rhodes, Pa.     |
| Brown, Ohio    | Kelley, Pa.     | Robeson, Va.    |
| Brownson       | Klein           | Roosevelt       |
| Burdick        | Knox            | Saylor          |
| Byrd           | Knutson         | Schenck         |
| Christopher    | Laird           | Sheehan         |
| Church         | Lane            | Smith, Kans.    |
| Clevenger      | Long            | Smith, Wis.     |
| Crumpacker     | McCulloch       | Staggers        |
| Curtis, Mo.    | McDowell        | Sullivan        |
| Denton         | McGregor        | Thompson, Mich. |
| Dollinger      | McVey           | Van Pelt        |
| Dorn, S. C.    | Madden          | Wier            |
| Flood          | Marshall        | Withrow         |
| Gentry         | Mason           | Yates           |
| George         | Meador          |                 |
| Gray           |                 |                 |

#### ANSWERED "PRESENT"—1

Jennings

#### NOT VOTING—40

|              |               |                 |
|--------------|---------------|-----------------|
| Anfuso       | Hardy         | Perkins         |
| Avery        | Hays, Ohio    | Radwan          |
| Boykin       | Hillings      | Reece, Tenn.    |
| Buchanan     | Kearney       | Reed, N. Y.     |
| Budge        | Kee           | Shelley         |
| Byrne, Pa.   | Keogh         | Sieminski       |
| Chipperfield | Kilburn       | Thompson, La.   |
| Chudoff      | King, Pa.     | Thompson, N. J. |
| Diggs        | Krueger       | Tollefson       |
| Dingell      | Macdonald     | Watts           |
| Dorn, N. Y.  | Miller, N. Y. | Willis          |
| Eberharter   | Morrison      | Wilson, Calif.  |
| Fino         | Mumma         | Winstead        |
| Green, Pa.   |               |                 |

So the conference report was agreed to.

The Clerk announced the following pairs:

On this vote:

Mr. Hardy for, with Mr. Jennings against.  
Mr. Avery for, with Mr. Radwan against.

Until further notice:

Mr. Keogh with Mr. Kearney.  
Mr. Anfuso with Mr. Miller of New York.  
Mr. Hays of Ohio with Mr. Reece of Tennessee.

Mr. Dingell with Mr. Dorn of New York.

Mr. Eberharter with Mr. Chipperfield.



There was no objection.

The Clerk read the bill, as follows:

*Be it enacted, etc.,* That United States marshals and their deputies shall, under regulations prescribed by the Attorney General and whenever such mode of transportation is authorized or approved as more advantageous to the Government, be paid in lieu of actual expenses of transportation not to exceed 10 cents per mile for use of privately owned automobile or airplane when used on official business or when used in necessary travel on official trips. In addition to the mileage allowance prescribed in this Act, there shall be allowed to United States marshals and their deputies reimbursement for the actual cost of ferry fares and bridge, road, and tunnel tolls.

With the following committee amendment:

Strike out all after the enacting clause and insert the following: "That subsection (3) of section 553 of title 28, United States Code, is amended by striking out '7 cents' and inserting '10 cents' in lieu thereof."

The committee amendment was agreed to.

The bill was ordered to be engrossed and read a third time, was read the third time, and passed, and a motion to reconsider was laid on the table.

Mr. LANE. Mr. Speaker, I ask unanimous consent for the immediate consideration of the bill (S. 2592) to increase the mileage allowance of United States marshals and their deputies from 7 cents per mile to 10 cents per mile.

The Clerk read the title of the bill.

The SPEAKER. Is there objection to the request of the gentleman from Massachusetts [Mr. LANE]?

Mr. HOEVEN. Mr. Speaker, reserving the right to object, has this bill been cleared with the minority member of the Committee on the Judiciary?

Mr. LANE. Yes, it has been.

Mr. HOEVEN. And with the leadership on the Republican side?

Mr. LANE. Yes, it has.

Mr. HOEVEN. Mr. Speaker, I withdraw my reservation of objection.

The SPEAKER. Is there objection to the request of the gentleman from Massachusetts?

There was no objection.

The Clerk read the bill, as follows:

*Be it enacted, etc.,* That paragraph (3) of section 553 of title 28, United States Code, is amended by striking out "7 cents" and inserting in lieu thereof "10 cents."

The bill was ordered to be read a third time, was read the third time, and passed, and a motion to reconsider was laid on the table.

The proceedings whereby a similar House bill (H. R. 4019) were vacated and that bill was laid on the table.

#### COMMODITY CREDIT CORPORATION

Mr. COOLEY. Mr. Speaker, I ask unanimous consent to take from the Speaker's table, the bill (H. R. 2851) to make agricultural commodities owned by the Commodity Credit Corporation available to persons in need in areas of acute distress, with Senate amendments thereto, disagree to the Senate amendments, and ask for a conference with the Senate.

The SPEAKER. Is there objection to the request of the gentleman from North Carolina? [After a pause.] The Chair hears none and appoints the following conferees: MESSRS. COOLEY, POAGE, GRANT, JENNINGS, HOPE, AUGUST H. ANDRESEN, and HILL.

#### AMENDING TITLE V OF THE AGRICULTURAL ACT OF 1949

Mr. COOLEY. Mr. Speaker, I ask unanimous consent to take from the Speaker's table the bill (H. R. 3822) to amend title V of the Agricultural Act of 1949, as amended, with Senate amendments thereto, disagree to the Senate amendments and ask for a conference with the Senate.

The SPEAKER. Is there objection to the request of the gentleman from North Carolina? [After a pause.] The Chair hears none and appoints the following conferees: MESSRS. COOLEY, POAGE, GATHINGS, GRANT, HOPE, AUGUST H. ANDRESEN, and HILL.

#### SPECIAL ORDER GRANTED

Mr. CARNAHAN asked and was given permission to address the House for 5 minutes today, following the legislative program of the day and the conclusion of any special orders heretofore entered.

#### SOUTHERN CALIFORNIA'S POSITION ON THE UPPER COLORADO BASIN STORAGE PROJECT

Mr. HOSMER. Mr. Speaker, a football field is slightly more than an acre of ground. Cover it a foot deep with water and you would have about an acre-foot of water. Cover it with a tower of water 11,000 miles high, and you have an idea of the amount of water parched Southern California will lose if the upper Colorado Basin storage project is built as now planned.

Imagine a canal wide enough and deep enough to float the world's biggest ship, the Navy's new aircraft carrier *Forrestal*. Imagine that canal stretching from New York City to Los Angeles. During just 1 year, enough of the Colorado River's water to fill it could be stopped from flowing downstream at the project's gigantic Glen Canyon Dam.

That is water that could not be used by southern California, Arizona, and Nevada because it would be withheld upstream and never reach them.

All this is true because the multi-billion dollar project is designed to put approximately 48 million acre-feet of water in storage behind dams in Colorado, Utah, Wyoming, and New Mexico. Another 10 million acre-feet of water would be dissipated into thin air by evaporation during storage.

In all, 58 million acre-feet of water would not flow down the Colorado River from the Upper Basin States of Wyoming, Utah, New Mexico, and Colorado to the lower basin States of Arizona, Nevada, and California.

Yet so vital is this matter in the lower basin that even today arid Arizona and California are before the United States

Supreme Court litigating their rights to it.

California agrees that the upper basin is entitled to use some of that 58 million acre-feet, but contends that most of it must be left flowing down to the lower basin under provisions of a solemn contract entered into by these seven States in 1922 known as the Colorado River compact.

California's basic position is that she conforms to the compact and must insist that the States of the upper basin and the Federal Government do likewise in the planning and administration of the storage project. California thus is fighting only to preserve rights to water she already has and not for any new and additional water rights.

Relying on these existing rights, California carefully invested between one-half and three-quarter billion dollars of local money, not Federal money, for water projects calculated to make maximum use of her share of the Colorado River. Thereby, southern California was transformed from a semidesert into an oasis constituting one of the Nation's key economic and agricultural regions, supporting millions who migrated to her from borders from less hospitable climates.

As southern California continues to grow, her need for water becomes greater, not less. Should the bleak day ever come when her Colorado River water supply is cut off, on that day the jobs of the millions she supports will vanish and the value of everything they own that cannot be transported to another part of the country will be lost completely and forever.

That is why Californians in Congress are fighting so hard to prevent spending billions from the United States Treasury to build the upper Colorado project in such a manner as merely to transport the oasis of southern California to Wyoming, Colorado, Utah, and New Mexico. In the process, financial ruin would be imposed on almost 6 million southern Californians. These States can plan their projects without this disastrous result and California demands that they do so.

The reason they have failed so far to do it is clear. To find a common ground for agreement amongst themselves, each of the upper basin States had to accept every project, good, bad or indifferent, any of the others asked for. They ended up with a monstrosity that did not fit the interpretations and meaning of the Colorado River compact. Rather than recede, they adopted a technique of twisting, straining and distorting the compact in an attempt to stretch it over the monstrosity.

The reason they have adopted this technique is not so clear. To understand it requires some knowledge of the Colorado River compact and the situation that produced it.

Early in this century southern California already had begun its miraculous expansion in population, agriculture and industry. A water shortage was faced, and Los Angeles began reaching up into the Owens Valley for water to be transported through an aqueduct over 100 miles long. Even then, men of vision







# Digest of CONGRESSIONAL PROCEEDINGS

## OF INTEREST TO THE DEPARTMENT OF AGRICULTURE

OFFICE OF BUDGET AND FINANCE  
(For Department Staff Only)

Issued July 27, 1955  
For actions of July 26, 1955  
84th-1st, No. 126

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For Highlights, see page 7.

### HOUSE

- SURPLUS COMMODITIES.** The Agriculture Committee reported without amendment S. 2253, to reemphasize trade development as the primary purpose of Title I of Public Law 480 and to increase the authorization of sales from \$700 million to \$1.5 billion (H. Rept. 1426) (p. 10016).  
The conferees on H. R. 2851, to make agricultural commodities owned by the CCC available to persons in need in areas of acute distress, agreed to file a conference report (the House conferees agreed to accept the Senate amendments) (p. D787). Senate conferees had been appointed earlier in the day (p. 9873).
- COMMODITY EXCHANGES.** The Agriculture Committee reported without amendment S. 1051, to amend Section 8a (4) of the Commodity Exchange Act by authorizing increases in the fees for registration and certification (H. Rept. 1425) (p. 10016).
- FARM LABOR.** The conferees on H. R. 3822, to extend the Mexican farm-labor program, agreed to file a conference report (the Senate conferees receded from the Senate amendment) (p. D787). Senate conferees had been appointed earlier in the day (p. 9873).

4. RICE. The Thompson, Tex., subcommittee of the Agriculture Committee approved for reporting to the full committee H. R. 7367, "to provide that the 1956 national acreage allotment on rice shall be established which is less than 85% of the final allotment established for the immediately preceding year" (p. D784).
5. WATER POLLUTION. The Public Works Committee reported with amendments S. 890, to extend and strengthen the Water Pollution Control Act (H. Rept. 1446) (p. 10016).
6. DAIRY PRODUCTS; FARM PROGRAM. Rep. Johnson criticized the Administration for its alleged failure to aid the dairy farmer in a period of continued price spreads (pp. 9997-10004).
7. ROADS. Commenced debate on H. R. 7474, the Federal-aid highway construction bill. Rep. Dondero offered a substitute amendment in the form of H. R. 7494, and subsequently Rep. Thompson, La., offered the provisions of H. R. 7542 as an amendment to the amendment of Rep. Dondero. The amendment of Rep. Thompson, La., was rejected and the amendment of Rep. Dondero was pending when the Committee of the Whole rose. (pp. 9945-90.)
8. GOVERNMENT SECURITY. Received the conference report on H. J. Res. 157, to establish a Commission on Government Security (H. Rept. 1407). (pp. 9941-2).
9. ELECTRIFICATION. Received a letter from the Chairman, Federal Power Commission, relative to the following publications: Typical Electric Bills, 1955, and Statistics of Electric Utilities in the United States, Publicly Owned, 1953; referred to the Interstate and Foreign Commerce Committee (p. 10015).
10. RURAL ELECTRIFICATION. Received a report from the Comptroller General on the audit of REA for the fiscal years 1953 and 1954; referred to the Government Operations Committee (p. 10016).
11. RENTALS. Received a supplemental report from the Budget Bureau on activities under Budget Bureau Circular A-45, regulating rental rates for Federal employee quarters, for the year prior to November 1, 1954; referred to the Appropriation Committee (p. 10016).
12. LAND TRANSFER. The Public Works Committee reported without amendment H. R. 6634, to provide for the conveyance of 1.8 acres of land within the Grapevine Dam and Reservoir project to the city of Grapevine, Tex. (H. Rept. 1421) (p. 10016).
13. PERSONNEL. The House Administration Committee reported without amendment H. R. 3084, amending certain provisions of the laws relating to the prevention of political activities, to make them inapplicable to State officers and employees (H. Rept. 1424) (p. 10016).
14. FOREIGN AID. Rep. Gary resolved to maintain the \$628 million decrease in funds of the Mutual Security Appropriation Act for 1956 when the conferees meet (pp. 9933-4).
15. EDUCATION. The Education and Labor Committee reported with amendments H. R. 7245, providing assistance for local educational agencies in areas affected by Federal activities (H. Rept. 1441) (p. 10016).



provide that the excise tax on distilled spirits will be payable at the time of withdrawal from bonded warehouse. Proponent witnesses heard today were Richard V. Gilbert, vice president, Schenley Industries, Inc.; Thompson Willett, president, Willett Distilling Co.; L. J. Gunson, president, Continental Distilling Corp.; Adolph Hirsch, Philadelphia, Pa.; William A. Thomson, Jr., president, Kentucky River Distillery, Inc.; W. M. Morrison, president, J. T. S. Brown's Son Co.; and Ernest W. Ripy, Lawrenceburg, Ky., vice president, Anderson County Distillery.

Opposition to the proposal was presented by Howard T. Jones, executive secretary, Distilled Spirits Institute; Dan L. Street, executive vice president, Brown-Forman Distillers Corp.; Frank R. Schwengel, president, Joseph E. Seagrams & Sons, Inc.; and A. Smith Bowman, Jr., Sunset Hills Farm, Va.

## Joint Committee Meetings

### ATOMIC-POWERED VESSELS

*Joint Committee on Atomic Energy:* Research and Development Subcommittee met in executive session for the consideration of procedures to be followed in handling bills providing for the construction of atomic-powered vessels. Subcommittee will meet again tomorrow.

### COMMITTEE BUSINESS

*Joint Committee on Atomic Energy:* Committee met in executive session with regard to matters pertaining to the Dixon-Yates power contract and other Atomic Energy Commission business, hearing testimony from AEC officials.

### ECONOMIC STATISTICS

*Joint Committee on the Economic Report:* Subcommit-

tee on Economic Statistics held a panel discussion to receive testimony from a task group on savings statistics under the chairmanship of Raymond W. Goldsmith of R. W. Goldsmith Associates, Inc., Washington, D. C. Other members of this task group present were Solomon Barkin, Textile Workers Union of America; James J. O'Leary, Life Insurance Association of America; Roy L. Reiersen, Bankers Trust Co.; Edward Shaw, Brookings Institution and Stanford University; and Dorothy S. Projector, Federal Reserve Board.

The subcommittee will hear the remainder of the task groups on October 4 and 5.

### MEXICAN FARM LABOR

*Conferees*, in executive session, agreed to file a conference report on the differences between the Senate- and House-passed versions of H. R. 3822, to extend for 3½ years the Mexican farm-labor program. The Senate conferees receded from the Senate amendment to the bill.

### FOOD DONATIONS

*Conferees*, in executive session, agreed to file a conference report on the differences between the Senate- and House-passed versions of H. R. 2851, to make agricultural commodities owned by the CCC available to persons in need in areas of acute distress. The House conferees agreed to accept the Senate amendments to this bill.

### MINIMUM WAGE INCREASE

*Conferees* on S. 2168, to amend the Fair Labor Standards Act of 1938 by increasing the national minimum hourly wage from 75 cents to \$1, met again in executive session to resolve the differences between the Senate- and House-passed versions of the bill, but did not reach final agreement and will meet again tomorrow.

## BILL SIGNED BY THE PRESIDENT

### New Law

(For last listing of public laws, see DIGEST, p. D726)

H. R. 5891, to amend the mining laws to provide for multiple use of the surface of the same tracts of the public lands. Signed July 23, 1955 (P. L. 167).

## COMMITTEE MEETINGS FOR WEDNESDAY, JULY 27

(All meetings are open unless otherwise designated)

### Senate

*Committee on Agriculture and Forestry*, subcommittee, executive, on S. 1286, Farm Credit Act, 10 a. m., 324 Senate Office Building.

*Committee on Finance*, executive, on tax provisions of H. R. 7474, highway construction bill, 10 a. m., 312 Senate Office Building.

*Committee on Government Operations*, Permanent Subcommittee on Investigations, to continue inquiry into business interests of Secretary Talbott, 10 a. m., 357 Senate Office Building.

*Committee on Interstate and Foreign Commerce*, executive, on calendar business, 10:30 a. m.; subcommittee, on boxcar shortage, 2:30 p. m., both in room G-16, Capitol.

*Committee on the Judiciary*, Antitrust and Monopoly Subcommittee, to hear SEC Chairman Armstrong on Dixon-Yates contract, 10 a. m., 424 Senate Office Building; subcommittee, on Montana-Wyoming pipeline, 12:30 p. m., 424 Senate Office Building; full committee, executive, on Refugee Relief Act, 2 p. m., room P-38, Capitol.

*Committee on Labor and Public Welfare*, Labor Subcommittee, on nomination of Newell Brown, of New Hampshire, to be Administrator of Wage and Hour Division, Labor Department, 10 a. m., room P-63, Capitol.

*Committee on Public Works*, Subcommittee on Flood Control—Rivers and Harbors, executive, on flood control bills, 10 a. m., and open on S. 2373, amend TVA Act, 10:30 a. m., both in 412 Senate Office Building.



*Committee on Rules and Administration*, executive, on calendar business, 10 a. m., 104-B Senate Office Building.

### House

*Committee on Agriculture*, on S. 2098, agricultural extension work; S. 1757, Agricultural Marketing Act; S. 1621, authorizing adjustment by the Secretary of Agriculture of certain obligations of settlers on projects developed or subject to the act of 1939; and to receive report from the Thompson subcommittee on H. R. 7267 to amend the Agricultural Adjustment Act of 1938 relating to rice acreage allotments, 10 a. m., 1310 New House Office Building.

*Committee on Armed Services*, full committee on appointment in civilian position of Maj. Gen. John S. Bragdon, USA (retired), 9:30 a. m., 313-A Old House Office Building.

*Committee on Banking and Currency*, on H. R. 7541, to increase the borrowing power of the Commodity Credit Corporation, 10 a. m., 1301 New House Office Building.

*Committee on the District of Columbia*, Harris subcommittee on H. R. 6196, to provide that the Alcoholic Beverage Control Board establish and maintain Government liquor stores in the District of Columbia, 10 a. m., 445 Old House Office Building.

*Committee on Government Operations*, Brooks (Texas) Subcommittee on Special Government Activities on H. R. 7156, land conveyance bill in Lee County, Fla.; and H. R. 6944, land conveyance bill in Sioux Falls, S. Dak., executive, 9:30 a. m., 1537 New House Office Building.

Full committee on pending bills, 10 a. m., 1501 New House Office Building.

*Committee on House Administration*, on committee calendar, executive, 11 a. m., G-53, Capitol.

*Committee on Interior and Insular Affairs*, Aspinall subcommittee on H. R. 4719 and related bills on Hells Canyon Dam; and H. R. 412, Fryingpan-Arkansas project, executive, 10 a. m., 1324 New House Office Building.

*Committee on Interstate and Foreign Commerce*, Subcommittee on Health and Science, executive meeting, 10 a. m., 1334 New House Office Building.

*Committee on the Judiciary*, Subcommittee on Antitrust Problems on WOC employees, 10 a. m., Caucus Room, Old House Office Building.

Subcommittee No. 2, to resume on civil rights legislation, 10 a. m., 346 Old House Office Building.

Subcommittee No. 4, on H. J. Res. 317, designating the last week in October of each year as National Farm-City Week, followed by executive session, 10 a. m., 327 Old House Office Building.

*Committee on Merchant Marine and Fisheries*, executive on H. J. Res. 369 and 389, relative to Federal sale of steamships *Monterey and LaGuardia*, 9:30 a. m., 219 Old House Office Building.

*Committee on Post Office and Civil Service*, regular executive meeting of full committee, 10 a. m., 213 Old House Office Building.

Davis (Georgia) subcommittee on H. R. 3255, to provide in certain cases that a person holding a position subject to the Classification Act of 1949—who is placed in a lower grade shall not receive less pay as a result thereof, executive, 9:30 a. m., 213 Old House Office Building.

*Committee on Rules*, to consider rules on S. 2127, extending the Small Business Administration; S. 2237, to strengthen and improve the organization of the State Department; H. R. 2552, authorizing the modification of the existing project for the Great Lakes connecting channels above Lake Erie; H. R. 5649, to amend the U. S. Code, reference to applications for writs of habeas corpus by persons in custody pursuant to the judgment of a State court; H. R. 7030, to amend and extend the Sugar Act of 1948; H. R. 7126, to provide grants to assist States to meet the cost of poliomyelitis vaccination programs; and H. R. 7470, to extend the Defense Production Act, 10:30 a. m., G-12, Capitol.

*Committee on Ways and Means*, on H. R. 7466 and 7477, relating to definition of substitutes for jewels in imported watch movements, 10 a. m., 1102 New House Office Building.

*Select Committee on Small Business*, Evins subcommittee to resume its study of organization procedures of Federal regulatory agencies, 10 a. m., 228 Old House Office Building.

### Joint Committees

*Joint Committee on Atomic Energy*, Research and Development Subcommittee, executive, on atomic-powered ship bills, 10:30 a. m., room F-88, Capitol; Subcommittee on Military Applications, executive, to consider comparative American and Soviet airpower strength, with Secretary of Defense Wilson, 2 p. m., room F-88, Capitol.

*Joint Committee on Defense Production*, executive, on Defense Production Act contracts and related matters, with Comptroller General Campbell and Howard I. Young, former Deputy Administrator of Defense Minerals Procurement Agency, GSA, 9:30 a. m., 301 Senate Office Building.

*Conferees*, executive, on H. R. 7224, mutual security appropriations, 10 a. m., room F-37, Capitol.

*Conferees*, executive, on S. 2168, minimum wage bill, 2 p. m., room P-63, Capitol.

*Conferees*, executive, on H. R. 6382, International Claims Settlement Act, 10:30 a. m., room F-53, Capitol.



created an atmosphere of sincere, calm reassurance in a world fraught with tension. A grateful Nation thus welcomes him home.

### ILLNESS OF SENATOR JOHNSON OF TEXAS

Mr. BUSH. Mr. President, one of the finest of the many editorials which have come to my attention concerning the majority leader, the distinguished Senator from Texas [Mr. JOHNSON], was published recently in the *Waterbury (Conn.) Republican*. I think the editor who wrote this editorial has formed a very excellent picture of the majority leader. I am very much impressed with the fact that he has formed such a good picture at such a distance from this very remarkable man.

As one of the many friends of the distinguished majority leader who have the deepest sympathy for him in his present plight, I take great pleasure in asking unanimous consent that this fine editorial be printed in the *RECORD* at this point as a part of my remarks.

There being no objection, the editorial was ordered to be printed in the *RECORD*, as follows:

#### SENATOR JOHNSON STRICKEN

It must have given a mental shock to innumerable readers of the news from Washington to learn, in the course of the weekend, that Senator LYNDON B. JOHNSON of Texas, floor leader of the Democratic majority in the more select chamber of Congress, had been stricken with a severe heart attack. He is in the prime of life, and had appeared to be endowed with extraordinary powers of physical vigor and stamina, as well as intellectual resourcefulness. Indeed, he must have been richly supplied with all of those qualities, to have been able to withstand for so long the strain of such efforts as he constantly applied to the performance of his official tasks.

Close observers of Congress in action had commonly noted that Senator JOHNSON was one of the most zealous and efficient majority leaders his own or the Republican Party had ever assigned to his position. To begin with, he undoubtedly had a natural talent for his responsibilities, and a skillfully cultivated knowledge of how to apply it with the utmost possible success. Even so, it obviously took a vast amount of continuous exertion besides, to achieve the impressive parliamentary feats that Washington newswriters have given him credit for.

It has been some degree reassuring to read that, while he probably will not be able to resume his post before the present session of Congress is adjourned, the Senator apparently may be expected to recover in plenty of time for the next. Even so, it is to be supposed, and also hoped, that he never again will spend his energy so extravagantly as he had done this year, up to the time when he was stricken. He has been such an exceptionally competent and admirable legislator that the national community would be loath to hear of his withdrawal from public life.

Mr. GORE. Mr. President, I ask unanimous consent to have printed in the *RECORD* an editorial entitled "Best Wishes, Senator JOHNSON," which was published in a recent edition of the *Nashville Banner*.

There being no objection, the editorial was ordered to be printed in the *RECORD*, as follows:

#### BEST WISHES, SENATOR JOHNSON

Senator LYNDON JOHNSON's serious illness is a matter of deep concern to all who know him personally, or who know him simply by name as the Senate majority leader.

An important responsibility passed to him when congressional control shifted last year to his party's hands. For the most part, he has exercised that role as a balance wheel—neither unresponsive to the dictates of conservatism as embodied by respected southern Senators, nor amenable to the legislative demands of wild-eyed liberals in their partisan handiwork.

Quite a calendar of unfinished business remains at this time, with hurdles to be cleared without undue delay if Congress is to adjourn on the indicated date, July 31. The Nation is concerned about that. It looks to Senator EARL CLEMENTS, as majority leader pro tempore, to skillfully use the reins of that driver's seat.

America's best wishes go to Senator JOHNSON for a speedy and complete recovery.

#### BEAVER MARSH PROJECT

Mr. NEUBERGER. Mr. President, my constituents in the State of Oregon are the victims of a political run-around from Secretary McKay and the Interior Department.

Conservationists in Oregon are objecting to a proposed power project on the scenic reaches of the upper McKenzie River, known as the Beaver Marsh project, because they fear it would destroy scenery and fish life, and otherwise impair recreational values.

The Interior Department, speaking through Assistant Secretary Fred G. Aandahl, has indicated to the Federal Power Commission that it has no objection to the granting of a license to the Eugene Water Board for construction of the Beaver Marsh project. This report is dated December 16, 1954.

But Secretary of the Interior Douglas McKay, in a letter to me dated July 15, 1955, has declared himself against the Beaver Marsh project.

What utter nonsense is this, Mr. President? Is Douglas McKay the Secretary of the Interior or is he not? Is he trying to straddle the fence by letting his Department ratify the Beaver Marsh project, while he himself tries to satisfy conservationists by opposing it? If this is the case, let me say that Oregon conservationists will not be fooled. They know that, while Secretary McKay may give them fine words and rhetoric, he is permitting his Department to approve a project which will damage fisheries, marvelous waterfalls, and wildlife in the watershed of the McKenzie River.

This is the old political shell game—giving one side the words and the other side the decision.

Let me read to the Senate an amazing quotation from Secretary McKay's letter to me of last week. He writes:

While the bureaus in the Department of the Interior would not be adversely affected by this project, I personally am very definitely opposed to it.

Imagine what would happen, Mr. President, if every level of government followed this incredible line of procedure. We would have the Treasury Department advocating a balanced budget, while Secretary Humphrey would write let-

ters to Senators saying "I personally am very definitely opposed to it."

We would have the Department of Agriculture proposing flexible price supports for farm products, while Secretary Benson would write letters to Senators saying "I personally am very definitely opposed to it."

We would have the Department of Health, Education, and Welfare suggesting Federal aid to school construction, while Secretary Folsom would write letters to Senators saying "I personally am very definitely opposed to it."

What does it mean to be a Cabinet officer in this administration, Mr. President? Does it mean that his department does one thing while he urges a different course? Is the office of Secretary of the Interior purely titular, or does it carry with it authority over the various agencies of the Interior Department?

I have been wondering, for example, why the Interior Department, under Secretary McKay, was proposing expenditures of \$1,659 million on the upper Colorado River while at the same time it insists that the Federal budget cannot stand the strain of \$308 million in expenditures at Hells Canyon, in Mr. McKay's own Pacific Northwest region.

I call to the attention of Pacific Northwest conservationists the undeniable fact that the Interior Department, under Assistant Secretary Fred G. Aandahl, has ratified the Beaver Marsh project, while Secretary of the Interior McKay says he is opposed to that project. In other words, the conservationists get the phrases; the Eugene Water Board gets the departmental decision. This is about as logical as a judge telling a felon: "The jury having found you innocent, I sentence you to be hanged."

Mr. President, unlike Secretary McKay, I have only one position on the Beaver Marsh project—I am opposed to it. I ask unanimous consent to include in the *RECORD* with these remarks my letter of July 18, 1955, to the Federal Power Commission expressing opposition to the Beaver Marsh project, because of its adverse effect on scenery, waterfalls, fisheries, and the McKenzie drainage basin generally.

I also ask unanimous consent to include the Interior Department report from Assistant Secretary Aandahl of December 16, 1954, approving the project, and Secretary McKay's letter to me of July 15, 1955, opposing the project.

I call attention to the fact that Secretary McKay claims he will continue to oppose it—Beaver Marsh project.

This will be most heartening to Oregon conservationists, I am sure. The Secretary of the Interior will continue to oppose the project while the Department of the Interior, presumably, will continue to approve the project.

This Jekyll-and-Hyde performance may be good politics, Mr. President, but I submit that it definitely is not good government.

There being no objection, the letters and reports were ordered to be printed in the *RECORD*, as follows:



By Mr. HOLLAND:

Address entitled "The National Rivers, Harbors, and Flood-Control Program," delivered by Maj. Gen. S. D. Sturgis, Jr., Chief of Engineers, United States Army, at 42d national convention of the National Rivers and Harbors Congress, May 31, 1955.

By Mr. POTTER:

Address by Under Secretary of Labor Arthur Larson, delivered at Eighth Annual Conference on Aging, University of Michigan, Michigan Union, Ann Arbor, Mich., on June 28, 1955, which will appear hereafter in the Appendix.

By Mr. McNAMARA:

Statement made by G. Mennen Williams, Governor of the State of Michigan, before the Refugee Subcommittee of the Senate Committee on the Judiciary on June 8, 1955.

By Mr. LANGER:

Letter dated April 3, 1955, addressed to him by Louis A. Kosteletzky, of North Dakota, discussing farm problems:

By Mr. GOLDWATER:

Remarks of Col. James C. Wood, Republican State chairman of Arizona, entitled "Who's Who With Labor?"

By Mr. BENDER:

Address entitled "Far Western Growth Makes Utility History," delivered by James B. Black, chairman of the board of the Pacific Gas & Electric Co., before the 23d annual convention of the Edison Electric Institute, in Los Angeles, Calif., on June 14, 1955, which will appear hereafter in the Appendix.

Article entitled "McDermott on Passports," published in the Cleveland Plain Dealer of July 16, 1955, dealing with the activities of the Passport Division of the State Department, which will appear hereafter in the Appendix.

By Mr. JOHNSTON of South Carolina:

Article entitled "Farm and Factory Product Prices Reach Widest Spread Since World War II's End," published in the Wall Street Journal of July 7, 1955.

By Mr. MONRONEY:

Article entitled "Needed: Airport Development Aid," written by Larry Cates, and published in the Air Line Pilot for July 1954.

By Mr. LEHMAN:

Two communications relating to minimum-wage legislation.

By Mr. WILEY:

Article entitled "A Vaccine Against Delinquency," written by Hon. Jacob K. Javits, attorney general of the State of New York, for the National Jewish Welfare Board.

Letter written by Bill Grogan, reporting on moral rearmament trip through Asia.

#### REGULATION OF ELECTION OF DELEGATES OF THE DISTRICT OF COLUMBIA TO NATIONAL POLITICAL CONVENTIONS

The VICE PRESIDENT laid before the Senate a message from the House of Representatives announcing its disagreement to the amendment of the Senate to the bill (H. R. 191) to regulate the election of delegates representing the District of Columbia to national political conventions, and for other purposes, and requesting a conference with the Senate on the disagreeing votes of the two Houses thereon.

Mr. MORSE. I move that the Senate insist upon its amendment, agree to the request of the House for a conference, and that the Chair appoint the conferees on the part of the Senate.

The motion was agreed to; and the Vice President appointed Mr. MORSE, Mr. BIBLE, and Mr. HRUSKA conferees on the part of the Senate.

#### DONATION OF CERTAIN AGRICULTURAL COMMODITIES TO PERSONS IN DISTRESSED AREAS

The VICE PRESIDENT laid before the Senate a message from the House of Representatives announcing its disagreement to the amendments of the Senate to the bill (H. R. 2851) to make agricultural commodities owned by the Commodity Credit Corporation available to persons in need in areas of acute distress, and requesting a conference with the Senate on the disagreeing votes of the two Houses thereon.

Mr. ELLENDER. I move that the Senate insist upon its amendments, agree to the request of the House for a conference, and that the Chair appoint the conferees on the part of the Senate.

The motion was agreed to; and the Vice President appointed Mr. ELLENDER, Mr. HOLLAND, Mr. ANDERSON, Mr. AIKEN, and Mr. WILLIAMS conferees on the part of the Senate.

#### AMENDMENT OF TITLE V OF THE AGRICULTURAL ACT OF 1949

The VICE PRESIDENT laid before the Senate a message from the House of Representatives announcing its disagreement to the amendment of the Senate to the bill (H. R. 3822) to amend title V of the Agricultural Act of 1949, as amended, and requesting a conference with the Senate on the disagreeing votes of the two Houses thereon.

Mr. ELLENDER. I move that the Senate insist upon its amendment, agree to the request of the House for a conference, and that the Chair appoint the conferees on the part of the Senate.

The motion was agreed to; and the Vice President appointed Mr. ELLENDER, Mr. JOHNSTON of South Carolina, Mr. HOLLAND, Mr. AIKEN, and Mr. YOUNG conferees on the part of the Senate.

#### PURCHASE OF BONDS TO COVER CERTAIN EMPLOYEES OF POST OFFICE DEPARTMENT

The VICE PRESIDENT laid before the Senate a message from the House of Representatives announcing its disagreement to the amendments of the Senate to the bill (H. R. 4778) to provide for the purchase of bonds to cover postmasters, officers, and employees of the Post Office Department and mail clerks of the Armed Forces, and for other purposes, and requesting a conference with the Senate on the disagreeing votes of the two Houses thereon.

Mr. JOHNSTON of South Carolina. I move that the Senate insist upon its amendments, agree to the request of the House for a conference, and that the Chair appoint the conferees on the part of the Senate.

The motion was agreed to; and the Vice President appointed Mr. JOHNSTON of South Carolina, Mr. NEELY, and Mr. CARLSON conferees on the part of the Senate.

#### LEADERSHIP DISPLAYED BY PRESIDENT EISENHOWER AT THE GENEVA CONFERENCE

Mr. CARLSON. Mr. President, once again, President Eisenhower has displayed his capacity for leadership by seizing the diplomatic initiative from the Soviets and restoring it to the free world.

In an atmosphere tense with suspicion and fear, the President remained conciliatory and calm. He did not go to Geneva to make deals and he did not attempt to do so. He made none.

When the Soviets manifested their usual truculent attitude, the President was neither discouraged nor dismayed. Knowing these people, he anticipated their behavior and was prepared to act accordingly.

With superb timing, omitting catchy phrases or meaningless slogans, he ultimately presented a forthright proposal for the exchange of military blueprints and mutual access for aerial inspection of defense establishments.

At the same time, he solemnly stated the alternatives, namely, that the United States was prepared to maintain, and if necessary increase, its armed strength for as long a period as is necessary to safeguard peace and to maintain our security.

The sincerity of the United States in the search for peace was thus forcibly presented to the world. The Soviets have no answer.

No one can evaluate the accomplishments of the Geneva Conference at this time. Our President went to Geneva with the extremely limited objective of seeking new approaches to old problems. There can be no doubt that he accomplished that objective and possibly more. Furthermore, despite the misgivings of some, he met with the Russians without appeasing them or in any way jeopardizing the existing reliable safeguards for the security of the United States and its friends and allies.

The real story of Geneva can be told only when we observe the Soviet reaction to our proposal. The possibility exists that the obvious honesty and integrity of the President must cause serious reflective thought in the Kremlin, with an eventual genuine attempt on the part of the Russians to resolve the present world tension.

If, in subsequent months, they move toward implementing President Eisenhower's plans, a giant stride toward peace may have been taken. If not, we shall have at least made our aspirations clear to the world.

In any event, a favorable setting has been established for the forthcoming October meeting of the Foreign Ministers, when the difficult problems of German unity and European security are to be discussed.

We are fortunate that, at this crucial phase of human history, the American people have the benefit of the inspiring and imaginative leadership of President Eisenhower.

The President has successfully completed a difficult assignment. He has







15. MARKETING. The Agriculture Committee reported with amendment S. 1757, providing penalties for violations of grade marking standards of products in interstate commerce under the Agricultural Marketing Act (H. Rept. 1468) (p. 10133).
16. EXTENSION WORK. The Agriculture Committee reported with amendment S. 2098, authorizing appropriations to be used for agricultural extension work for special circumstances in regard to low-income farmers (H. Rept. 1409) (p. 10134).
17. RICE. The Agriculture Committee reported with amendment H. R. 7367, providing that the 1956 national acreage allotment on rice shall be established which is less than 85% of the final allotment established for the immediately preceding year (H. Rept. 1462) (p. 10133).
18. FARM LABOR. Received the conference report on H. R. 3822, which provides a  $3\frac{1}{2}$  year extension (until June 30, 1959) of the Mexican farm-labor program, relieves employers of double liability for the cost of returning a worker to Mexico where the employer has paid once for such movement but the Mexican does not return and is later apprehended, and specifies that the Secretary of Labor is to obtain information on the availability of domestic workers, prevailing wage rates, and labor shortages in the area, and then post publicly the number of workers to be imported (H. Rept. 1449) (pp. 10090-1).
19. COMMODITY CREDIT CORPORATION. Received the conference report on H. R. 2851, authorizing the distribution of agricultural commodities owned by the CCC to persons in need in areas of acute distress (H. Rept. 1450) (p. 10091). The bill authorizes the Secretary of Agriculture, until June 30, 1957, upon request of a State Governor, to distribute to a central point in the State concerned, wheat flour and corn meal owned by the CCC using Sec. 32 funds limited to \$15 million a year.
20. WATER RESOURCES. Received the conference report on H. R. 3990, to authorize the Secretary of the Interior to investigate and report to the Congress on projects for the conservation, development, and utilization of the water resources of Alaska (H. Rept. 1447) (p. 10089).
21. ROADS. Rejected, by a vote of 123 to 292, H. R. 7474, the Federal-aid highway construction bill (pp. 10091-10122). The House had previously rejected a motion to recommit the bill by a vote of 193 to 221. The Dondero substitute, to enact the President's road program, was rejected by a vote of 178 to 184. During the debate on the bill, Rep. Gavin criticized the farm leaders of the House on their concept of "fiscal responsibility" in regard to farm subsidies and price supports. Rep. Jones, Ala., offered an amendment which was accepted, preventing the use of highway construction funds to reimburse utilities for relocation of their lines when in conflict with the construction program; and during debate on this amendment there was discussion of the extent to which it would have benefited REA cooperatives.
22. FOREIGN AID. Received the conference report on H. R. 7224, the mutual security appropriation bill (H. Rept. 1501) (pp. 10122-3).
23. DEFENSE PRODUCTION. The Rules Committee reported a resolution for the consideration of H. R. 7470, to amend the Defense Production Act (p. 10124).
24. FARM-CITY WEEK. A subcommittee of the Judiciary Committee ordered reported to the full committee H. J. Res. 317, designating the last week in October of each year as National Farm-City Week (p. D796).



25. **SURPLUS GRAINS.** Rep. Reuss criticized the Interior Department for allegedly "winking at duck-baiting violations," and suggested that deteriorated surplus grains owned by the CCC should be used for wildlife feeding purposes (pp. 10128-9).
26. **PERSONNEL.** The Post Office and Civil Service Committee reported with amendments the following bills: H. R. 7618, to amend Sec. 8 of the Civil Service Retirement Act (H. Rept. 1473); and S. 1849, to provide for the grant of career-conditional and career appointments in the competitive civil service to indefinite employees who previously qualified for competitive appointment (H. Rept. 1498) (pp. 10133-4).
- The Post Office and Civil Service Committee ordered reported H. R. 3255, to amend the Classification Act of 1949, to prevent loss of salary after an employee has held a position for more than 2 years (p. D796).
- The Post Office and Civil Service Committee announced the appointment of the following investigative subcommittees under authority of H. Res. 304: Subcommittee on Manpower Utilization and Departmental Personnel Management (Rep. Davis, Ga., Chairman), and Subcommittee on Civil Service Commission and Personnel Programs (Rep. Morrison, Chairman) (p. D796).
- A subcommittee of the Judiciary Committee ordered reported to the full committee claims of Federal employees for the recovery of fees, salaries, or compensation (p. D796).
27. **PROPERTY.** The Government Operations Committee reported without amendment H.R. 6182, to make temporary provision for making payments in lieu of taxes with respect to certain real property transferred by the Reconstruction Finance Corporation and its subsidiaries to other Government departments (H. Rept. 1453) (p. 10132).
- The Government Operations Committee reported with amendment H. R. 7227, to authorize the disposal of surplus property for civil defense purposes, and to provide that certain Federal surplus property be disposed of to State and local civil defense organizations which are established by or pursuant to State law (H. Rept. 1455) (p. 10133).
28. **MINIMUM WAGE.** The conferees on S. 2168, to amend the Fair Labor Standards Act of 1938 so as to provide for an increase to \$1 of the minimum wage provisions, agreed to file a conference report (p. D797).
29. **RECLAMATION; ELECTRIFICATION.** The Public Works Committee reported with amendment H. R. 7195, to provide for the reconveyance of lands in certain reservoir projects in Texas to the former owners (H. Rept. 1461) (p. 10133).
- The Interior and Insular Affairs Committee reported without amendment H.R. 1603, to terminate the prohibition against employment of Mongolian labor in the construction of reclamation projects (H. Rept. 1502) (p. 10134).
- The Aspinall subcommittee of the Interior and Insular Affairs Committee approved for reporting to the full committee H. R. 4719, to authorize construction and maintenance of the Hells Canyon Dam (p. D795).
30. **MINERALS.** The Interior and Insular Affairs Committee reported with amendments H. R. 6994, to provide for entry and location, on discovery of a valuable source material upon public lands of the U. S. classified as or known to be valuable for coal (H. Rept. 1478) (p. 10133).
31. **LEGISLATIVE PROGRAM.** The Majority Leader scheduled consideration of H. R. 6455, the natural gas bill, for July 28. When questioned about House adjournment, the Majority Leader replied, "I would say we can reasonably expect to do so (adjourn) by next Tuesday or Wednesday. That would be my best guess." (p. 10124.)

## MEXICAN FARM LABOR

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JULY 27, 1955.—Ordered to be printed

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Mr. COOLEY, from the committee of conference, submitted the following

### CONFERENCE REPORT

[To accompany H. R. 3822]

The committee of conference on the disagreeing votes of the two Houses on the amendment of the Senate to the bill (H. R. 3822) to amend title V of the Agricultural Act of 1949, as amended, having met after full and free conference, have agreed to recommend and do recommend to their respective Houses as follows:

That the Senate recede from its amendment.

HAROLD D. COOLEY,  
W. R. POAGE,  
G. M. GRANT,  
E. C. GATHINGS,  
CLIFFORD R. HOPE,  
AUG. H. ANDRESEN,  
WILLIAM S. HILL,  
*Managers on the Part of the House.*

ALLEN J. ELLENDER,  
OLIN D. JOHNSTON,  
SPESSARD L. HOLLAND,  
GEORGE D. AIKEN,  
MILTON R. YOUNG,  
*Managers on the Part of the Senate.*

## STATEMENT OF MANAGERS ON THE PART OF THE HOUSE

The managers on the part of the House at the conference on the disagreeing positions of the two Houses on H. R. 3822, as originally passed by the House and as amended by the Senate, to amend title V of the Agricultural Act of 1949, as amended, submit the following statement in explanation of the effect of the action agreed upon by the conferees and recommended in the accompanying conference report:

The only amendment made by the Senate was to change the period of extension of the act from the 3½ years provided in the House bill to 1½ years. The Senate committee did not hold hearings on the bill but indicated in its report that its action in reducing the period of extension was taken as the result of a statement made to the committee by the Commissioner of Immigration and Naturalization and for the purpose of providing congressional review of the legislation at an earlier date. It was the Commissioner's contention that some employers have not been paying the full wage required under the contract of employment and that the Immigration and Naturalization Service should have authority to check on contract compliance.

Although the Department of Justice was invited by the House committee to appear on this legislation and a spokesman for the Immigration and Naturalization Service did, in fact, testify at the hearings, no evidence of the type described in the Senate report was presented to the House committee. On the contrary, the representative of the Immigration and Naturalization Service strongly endorsed the present program and apparently favored indefinite extension of the act.

The matter of compliance with the work contract is fully covered by the international agreement entered into by the United States and Mexico, and a specific procedure is provided to assure that the worker will be paid in accordance with the contract of employment. The Mexican consulate and representatives of the United States Department of Labor are given full authority to see that the contract provisions are carried out. To give the Immigration and Naturalization Service similar authority would necessitate a revision in the international agreement, create dual jurisdiction among Federal agencies and confusion of administration, and would necessarily increase the cost of the program without any corresponding benefits.

Both the Immigration and Naturalization Service and the Department of Labor have duties and responsibilities in connection with the entry of Mexican nationals into the United States for farm employment. The duty of the Immigration and Naturalization Service is to see that entry into the United States is in compliance with our laws and that aliens illegally in this country are apprehended and deported. The duty and responsibility of the Department of Labor is to administer and enforce the laws relating to the employment of Mexican nationals as farmworkers in the United States pursuant to



this act, the agreement with the Government of Mexico, and a work contract with the Mexican national.

While these responsibilities relate to the same general subject, they are by no means identical or overlapping. Each agency has its own duties to perform in its own field and, from evidence presented to the House committee, which went exhaustively into this subject, it appears that both the Department of Labor and the Immigration and Naturalization Service have, particularly in the past year, been doing a very effective job.

It was the sense of the committee of conference that there has been substantial improvement in the situation in the past few months as the result of effective administration and the cooperation of these two agencies of Government. It was the further sense of the committee that there should continue to be a high degree of cooperation. If the Immigration Service, in the performance of its duties, has information which would indicate a violation of the work agreement, it should furnish that information to the Department of Labor in order that the agency to which Congress has delegated the responsibility of administering the program may take appropriate action under the procedures authorized by the act and written into the international agreement.

It is in anticipation of this type of cooperation that the committee of conference has agreed to the 3½ years' extension of the act as provided in the House bill. It is the view of the committee, however, that the respective legislative committees of the House and Senate should maintain a close oversight of this program and that the agencies concerned should keep the chairmen of the respective committees informed of their operations in this field not less frequently than once each 6 months.

HAROLD D. COOLEY,  
W. R. POAGE,  
G. M. GRANT,  
E. C. GATHINGS,  
CLIFFORD R. HOPE,  
AUG. H. ANDRESEN,  
WILLIAM S. HILL,

*Managers on the Part of the House.*







Page 2, line 9, strike out "sixty" and insert "seventy-five."

Page 4, line 6, after "Notwithstanding" insert "the provisions of section 4 of Public Law 19, approved March 31, 1955, and notwithstanding."

(4) Page 4, line 8, strike out "that" and insert "the latter."

The SPEAKER. Is there objection to the request of the gentleman from Georgia?

There was no objection.

The Senate amendments were concurred in; and a motion to reconsider was laid on the table.

#### SUPPLEMENTAL APPROPRIATIONS BILL, 1956

Mr. CANNON. Mr. Speaker, I ask unanimous consent to take from the Speaker's table the bill (H. R. 2728) making supplemental appropriations for the fiscal year ending June 30, 1956, and for other purposes, with Senate amendments thereto, disagree to the Senate amendments, and agree to the conference asked by the Senate.

The SPEAKER. Is there objection to the request of the gentleman from Missouri? [After a pause.] The Chair hears none and appoints the following conferees: Messrs. CANNON and TABER; and on chapter I, Messrs. WHITTEN, MARSHALL, and H. CARL ANDERSEN; on chapter II, Messrs. PRESTON, THOMAS, and BOW; on chapter III, Messrs. MAHON, SHEPPARD, SIKES, WIGGLESWORTH, SCRIVNER, and FORD; on chapter IV, Messrs. PASSMAN, GARY, and WIGGLESWORTH; on chapter V, Messrs. ANDREWS, MAHON, and FENTON; on chapter VI, Messrs. THOMAS, YATES, and PHILLIPS; on chapter VII, Messrs. KIRWAN, NORRELL, and JENSEN; on chapter VIII, Messrs. FOGARTY, FERNANDEZ, and HAND; on chapter IX, Messrs. RABAUT, KIRWAN, and DAVIS of Wisconsin; on chapter X, Messrs. ROONEY, PRESTON, and COUDERT; on chapter XI, Messrs. GARY, PASSMAN, and CANFIELD; on chapters XII, XIII, XIV, and XV, Messrs. RABAUT, NORRELL, and HORAN.

#### MAJ. GEN. JOHN STEWART BRAGDON

Mr. VINSON. Mr. Speaker, by direction of the Committee on Armed Services, I ask unanimous consent for the immediate consideration of the bill (H. R. 7628) to authorize the appointment in a civilian position in the White House office of Maj. Gen. John Stewart Bragdon, United States Army, retired, and for other purposes.

The Clerk read the title of the bill.

The SPEAKER. Is there objection to the request of the gentleman from Georgia?

There was no objection.

The Clerk read the bill, as follows:

*Be it enacted, etc.,* That, notwithstanding the provisions of section 2 of the act of July 31, 1894 (28 Stat. 205), as amended (5 U. S. C. 62), or any other provision of law, Maj. Gen. John Stewart Bragdon, United States Army, retired, may be appointed to and accept and hold a civilian position in the White House office.

SEC. 2. Major General Bragdon's appointment to, and acceptance and holding of, a civilian position in the White House office

shall in no way affect any status, office, rank, or grade he may occupy or hold as a retired officer in the United States Army, or any emolument, perquisite, right, privilege, or benefit incident to or arising out of any such status, office, rank, or grade: *Provided, however,* That during his incumbency in a civilian position in the White House office he shall receive the compensation appertaining to such position in lieu of the retired pay to which he is entitled as a retired officer of the Army: *Provided further,* That upon the termination of such civilian employment the payment of his retired pay shall be resumed.

The bill was ordered to be engrossed and read a third time, was read the third time, and passed, and a motion to reconsider was laid on the table.

#### WATER RESOURCES OF ALASKA

Mr. ENGLE submitted to the following conference report and statement on the bill (H. R. 3990) to authorize the Secretary of the Interior to investigate and report to the Congress on projects for the conservation, development, and utilization of the water resources of Alaska:

##### CONFERENCE REPORT (H. REPT. No. 1447)

The committee of conference on the disagreeing votes of the two Houses on the amendments of the Senate to the bill (H. R. 3990) to authorize the Secretary of the Interior to investigate and report to the Congress on projects for the conservation, development, and utilization of the water resources of Alaska, having met, after full and free conference, have agreed to recommend and do recommend to their respective Houses as follows:

That the House recede from its disagreement to the amendment of the Senate and the Senate agree to the same.

CLAIR ENGLE,  
WAYNE N. ASPINALL,  
LEO W. O'BRIEN,  
A. L. MILLER,  
JOHN P. SAYLOR,

*Managers on the Part of the House.*

HENRY M. JACKSON,  
RUSSELL B. LONG,  
ALAN BIBLE,  
THOMAS H. KUCHEL,  
BARRY GOLDWATER,

*Managers on the Part of the Senate.*

##### STATEMENT

The managers on the part of the House at the conference on the disagreeing votes of the two Houses on the amendment of the Senate to the bill (H. R. 3990) to authorize the Secretary of the Interior to investigate and report to the Congress on projects for the conservation, development, and utilization of the water resources of Alaska, submit the following statement in explanation of the effect of the action agreed upon and recommended in the accompanying conference report:

Language in the House-passed bill would have required that all unexpended balances of any annual appropriation for carrying out the purposes of the bill be returned to the Treasury at the end of each fiscal year. The Senate deleted this language on the basis that it was not in accord with the customary practice in appropriating investigation funds and that it would create a grave danger of unnecessary interruptions each year in the investigations program because the investigations work would have to be done during a short season with the end of the fiscal year falling in the middle of the season. The conference committee agreed to accept the Senate amendment deleting this language.

With respect to the recommendation of the Bureau of the Budget that the word "may" be substituted for the words "shall immediately," used in connection with the transmittal of the reports resulting from the investigations to the Congress, it is pointed out that the purpose of the language in the bill is to make it mandatory that the reports be submitted to the Congress. The amendment recommended by the Bureau of the Budget would make it optional on the part of the Department of the Interior as to whether the reports would be submitted. The committee understands the procedure established by Executive Order 9384 whereby all Departments and establishments of the executive branch are required to submit project proposals to the Bureau of the Budget for clearance prior to transmittal to the Congress and does not consider that the wording of the bill adversely affects this procedure or prevents ample opportunity for the Bureau of the Budget to review and analyze the project reports prior to such transmittal. The committee understands the language of the bill to mean that the reports shall be submitted to the Congress immediately following the completion of the established executive branch procedures for the review and clearance of project reports.

CLAIR ENGLE,  
WAYNE N. ASPINALL,  
LEO W. O'BRIEN,  
A. L. MILLER,  
JOHN P. SAYLOR,

*Managers on the Part of the House.*

#### SOCIAL-SECURITY PROGRAM

(Mr. STAGGERS asked and was given permission to extend his remarks at this point in the RECORD.)

Mr. STAGGERS. Mr. Speaker, in the almost 20 years of the existence of the social-security program we can be proud of the many security benefits we have extended to the citizens of our country. One group of deserving workers we have included is the State and municipal employee. No more loyal group of citizens can be found anywhere, yet for years they were without the benefit of this security. They were in an unfortunate position with no type of retirement provided and with a limited salary that did not permit a program of their own. It was my happy privilege to work with other Members of Congress in successfully including this category of workers under the social-security law in the 81st Congress.

During the 84th Congress we have amended the social-security law to continue benefits to permanently and totally disabled children after they have reached the age of 18; extended coverage to certain professional groups and others not heretofore covered; lowered the retirement age of women from 65 to 62, bringing immediate benefits to 800,000 additional women; provided disability insurance benefits to some 250,000 permanently and totally disabled workers aged 50 or over. I am very happy this has been done, but I feel this Congress still has unfinished business and has not extended benefits far enough to the American people who want this protection.

The social-security program has been accepted by both major political parties. It has been tried and proved to be an effective weapon against family insecurity. It is the cornerstone for security and happiness for the disabled and aged in our American society. This program



covers a great percentage of wage earners and self-employed, but it has not gone far enough. We have the sad plight of many of our older citizens who want to work and supplement their social-security payments, but under the existing law their benefits are curtailed if they earn more than \$1,200 a year. Such a provision has encouraged idleness and lowered the level of subsistence. It removes from our industrial field many able bodied and needed intelligent workers. It also discriminates against persons who do not have incomes other than from their source of earnings. Many persons 65 years of age and older whose income is limited do not receive payments sufficient to enable them to maintain an adequate standard of living. Many are destitute and badly in need of help.

We should extend the old-age and survivors benefits to permit beneficiaries to earn up to \$2,400 a year without curtailment of payments. We should extend benefits under the old-age assistance program to permit recipients to earn a reasonable amount regularly to supplement the payments received so they can maintain themselves on a healthful living level.

Since coming to Congress I have advocated the lowering of the age limit of recipients to 60 years. My bill, H. R. 194, now pending in committee, reduces from 65 to 60 the age at which old-age and other monthly insurance benefits shall be payable. I also would like to see this law amended so that when a man retires, his wife automatically becomes eligible at the same time to draw her beneficiary benefits. Under the present law, when a family head suddenly finds his income stopped, it is necessary for the entire family to adjust its living standard downward to come within the amount of his retirement benefits. If the wife's benefits start at the same time as her husband's, it would permit them to continue living as a family and continue to meet their family obligations.

At the end of another history-making session of the United States Congress, we are reminded once again of the magnificent heritage bequeathed to each of us by the divinely inspired wisdom and courage of the forefathers of our country. The unity of the free world is built in a major way around whatever unity in mind, purpose and progress there exists in the hearts of men. Therefore, I state again, this Congress has unfinished business, a long way to go, and many improvements to make.

#### COMMITTEE ON PUBLIC WORKS

Mr. KARSTEN. Mr. Speaker, I ask unanimous consent that the Committee on Public Works may have until midnight tonight to file a report on the St. Louis project.

The SPEAKER. Is there objection to the request of the gentleman from Missouri?

There was no objection.

(Mr. BROWNSON asked and was given permission to extend his remarks at this point in the RECORD.)

[Mr. BROWNSON'S remarks will appear hereafter in the Appendix.]

#### ESTABLISHING A COMMISSION ON GOVERNMENT SECURITY

Mr. WALTER. Mr. Speaker, I call up the conference report on the joint resolution (H. J. Res. 157) establishing a Commission on Government Security, and ask unanimous consent that the statement of the managers on the part of the House be read in lieu of the report.

The Clerk read the title of the bill.

The SPEAKER. Is there objection to the request of the gentleman from Pennsylvania?

There was no objection.

The Clerk read the statement.

(For conference report and statement, see proceedings of the House of July 26, 1955.)

The conference report was agreed to; and a motion to reconsider was laid on the table.

#### CALL OF THE HOUSE

Mr. MARTIN. Mr. Speaker, I make the point of order that a quorum is not present.

The SPEAKER. Evidently, a quorum is not present.

A call of the House was ordered.

The Clerk called the roll, and the following Members failed to answer to their names:

[Roll No. 131]

|             |           |              |
|-------------|-----------|--------------|
| Anfuso      | Gwinn     | Perkins      |
| Boykin      | Hardy     | Powell       |
| Buchanan    | Hillings  | Radwan       |
| Celler      | Kearney   | Reese, Tenn. |
| Chiferfield | Kilburn   | Reed, N. Y.  |
| Dingell     | Krueger   | Rivers       |
| Eberharter  | Macdonald | Shelley      |
| Gray        | Mumma     |              |

The SPEAKER. On this rollcall 414 Members have answered to their names, a quorum.

By unanimous consent, further proceedings under the call were dispensed with.

#### CORRECTION OF THE RECORD

Mr. HAYWORTH. Mr. Speaker, on page D-786 of the CONGRESSIONAL RECORD of July 26, my name is listed as among the proponents who testified on the natural-gas bill. I ask that my name be deleted from that list of proponents and be placed among the list of opponents of the measure.

The SPEAKER. Is there objection to the request of the gentleman from Michigan?

There was no objection.

#### TO AMEND TITLE V OF THE AGRICULTURAL ACT OF 1949, AS AMENDED

Mr. COOLEY submitted the following conference report and statement on the bill (H. R. 3822) to amend title V of the Agricultural Act of 1949, as amended:

#### CONFERENCE REPORT (H. REPT. NO. 1449)

The committee of conference on the disagreeing votes of the two Houses on the amendments of the Senate to the bill (H. R. 3822) to amend title V of the Agricultural Act of 1949, as amended, having met after full and free conference, have agreed to recommend and do recommend to their respective Houses as follows:

That the Senate recede from its amendment.

HAROLD D. COOLEY,  
W. R. POAGE,  
G. M. GRANT,  
E. C. GATHINGS,  
CLIFFORD R. HOPE,  
AUGUST H. ANDRESEN,  
WILLIAM S. HILL,

*Managers on the Part of the House.*

ALLEN J. ELLENDER,  
OLIN D. JOHNSTON,  
SPESSARD L. HOLLAND,  
GEORGE D. AIKEN,  
MILTON R. YOUNG,

*Managers on the Part of the Senate.*

#### STATEMENT

The managers on the part of the House at the conference on the disagreeing positions of the two Houses on H. R. 3822, as originally passed by the House and as amended by the Senate, to amend title V of the Agricultural Act of 1949, as amended, submit the following statement in explanation of the effect of the action agreed upon by the conferees and recommended in the accompanying conference report:

The only amendment made by the Senate was to change the period of extension of the act from the 3½ years provided in the House bill to 1½ years. The Senate committee did not hold hearings on the bill but indicated in its report that its action in reducing the period of extension was taken as the result of a statement made to the committee by the Commissioner of Immigration and Naturalization and for the purpose of providing congressional review of the legislation at an earlier date. It was the Commissioner's contention that some employers have not been paying the full wage required under the contract of employment and that the Immigration and Naturalization Service should have authority to check on contract compliance.

Although the Department of Justice was invited by the House committee to appear on this legislation and a spokesman for the Immigration and Naturalization Service did, in fact, testify at the hearings, no evidence of the type described in the Senate report was presented to the House committee. On the contrary, the representative of the Immigration and Naturalization Service strongly endorsed the present program and apparently favored indefinite extension of the act.

The matter of compliance with the work contract is fully covered by the international agreement entered into by the United States and Mexico, and a specific procedure is provided to assure that the worker will be paid in accordance with the contract of employment. The Mexican consulate and representatives of the United States Department of Labor are given full authority to see that the contract provisions are carried out. To give the Immigration and Naturalization Service similar authority would necessitate a revision in the international agreement, create dual jurisdiction among Federal agencies and confusion of administration, and would necessarily increase the cost of the program without any corresponding benefits.

Both the Immigration and Naturalization Service and the Department of Labor have duties and responsibilities in connection with the entry of Mexican nationals into the



United States for farm employment. The duty of the Immigration and Naturalization Service is to see that entry into the United States is in compliance with our laws and that aliens illegally in this country are apprehended and deported. The duty and responsibility of the Department of Labor is to administer and enforce the laws relating to the employment of Mexican nationals as farm workers in the United States pursuant to this act, the agreement with the Government of Mexico, and a work contract with the Mexican national.

While these responsibilities relate to the same general subject, they are by no means identical or overlapping. Each agency has its own duties to perform in its own field and, from evidence presented to the House committee, which went exhaustively into this subject, it appears that both the Department of Labor and the Immigration and Naturalization Service have, particularly in the past year, been doing a very effective job.

It was the sense of the committee of conference that there has been substantial improvement in the situation in the past few months as the result of effective administration and the cooperation of these two agencies of government. It was the further sense of the committee that there should continue to be a high degree of cooperation. If the Immigration Service, in the performance of its duties, has information which would indicate a violation of the work agreement, it should furnish that information to the Department of Labor in order that the agency to which Congress has delegated the responsibility of administering the program may take appropriate action under the procedures authorized by the act and written into the international agreement.

It is in anticipation of this type of cooperation that the committee of conference has agreed to the 3½ years' extension of the act as provided in the House bill. It is the view of the committee, however, that the respective legislative committees of the House and Senate should maintain a close oversight of this program and that the agencies concerned should keep the chairman of the respective committees informed of their operations in this field not less frequently than once each 6 months.

HAROLD D. COOLEY,  
W. R. POAGE,  
G. M. GRANT,  
E. C. GATHINGS,  
CLIFFORD R. HOPE,  
AUG. H. ANDRESEN,  
WILLIAM S. HILL,

*Managers on the Part of the House.*

#### MEAL AND FLOUR FOR RELIEF PURPOSES

Mr. COOLEY submitted the following conference report and statement on the bill (H. R. 2851) to authorize the Commodity Credit Corporation to reprocess food commodities for donation under certain acts:

##### CONFERENCE REPORT (H. REPT. No. 1450)

The committee of conference on the disagreeing votes of the two Houses on the amendment of the Senate to the bill (H. R. 2851) to authorize the Commodity Credit Corporation to process food commodities for donation under certain acts, having met, after full and free conference, have agreed to recommend and do recommend to their respective Houses as follows:

That the House recede from its disagreement to the amendment of the Senate to the text of the bill and agree to the same.

That the House recede from its disagreement to the amendment of the Senate to the title of the bill and agree to the same.

HAROLD D. COOLEY,  
GEORGE M. GRANT,  
W. PAT JENNINGS,  
CLIFFORD P. HOPE,  
AUGUST H. ANDRESEN,  
WILLIAM S. HILL,

*Managers on the Part of the House.*

ALLEN J. ELLENDER,  
SPESSARD L. HOLLAND,  
CLINTON P. ANDERSON,  
GEORGE D. AIKEN,  
JOHN J. WILLIAMS,

*Managers on the Part of the Senate.*

##### STATEMENT

The managers on the part of the House at the conference on the disagreeing votes of the two Houses on the amendment of the Senate to the bill (H. R. 2851) to authorize the Commodity Credit Corporation to process food commodities for donation under certain acts, submit the following statement in explanation of the action agreed upon and recommended in the accompanying conference report:

As passed by the House, this bill transferred from the Secretary of Agriculture to the Secretary of Health, Education, and Welfare responsibility over the distribution of surplus agricultural commodities for relief purposes in two specific types of distress areas—those designated by the Secretary of Labor as areas of "substantial labor surplus" and those designated by the President as warranting assistance by the Federal Government under Public Law 875, 81st Congress, because of a major disaster.

Those agricultural commodities of a perishable nature which are acquired by the Commodity Credit Corporation in its price-support operations and must be disposed of within a limited period in order to avoid deterioration and spoilage, would have been donated to the Department of Health, Education, and Welfare without charge for use in its relief operations. Storable commodities, such as grains, would have been processed into flour or meal at the request of the Department of Health, Education, and Welfare, transferred to that agency for relief distribution, and the cost thereof charged to that Department.

The bill as passed by the House gave expression to the principle which has often been stated by the Committee on Agriculture that a line of distinction should be drawn between that distribution of surplus agricultural commodities which is a necessary and integral part of our support program and that distribution which does not contribute directly to the farm program but which is, in fact, a relief operation. The free distribution of cereals which are not in imminent danger of deterioration or spoilage, particularly when such distribution is in the form of processed products, is clearly within the field of relief operations and not a part of the farm program. No matter how worthy the operations may be, it is clearly one which should be charged to relief and welfare and not to agriculture.

The Senate amendment strikes out all of the provisions of the House bill and substitutes the provisions of a Senate bill which merely authorizes, until June 30, 1957, distribution of wheat flour and cornmeal to needy individuals and families upon the specific request of the governor of a State. The distribution to a central location or locations in each State will be made by the Secretary of Agriculture using funds, limited to \$15 million a year, available under section 32 of the act of August 25, 1935.

The conferees on the part of the House have reluctantly accepted the Senate substitute not because they have changed in any degree their belief in the principle represented by the House bill but because they know that the need among unemployed coal miners and others is very great and believe that the only possibility of affording them this relief at the present time is to accept the Senate amendment.

The committee of conference considered making the relief action mandatory, rather than a mere authorization as contained in the Senate amendment. The conferees on the part of the House did not insist upon this change on assurance that the Senate amendment has the approval of high officials of the Department of Agriculture and that the Department does, in fact, intend to carry out the authorized program.

HAROLD D. COOLEY,  
GEORGE M. GRANT,  
W. PAT JENNINGS,  
CLIFFORD R. HOPE,  
AUG. H. ANDRESEN,  
WILLIAM S. HILL,

*Managers on the Part of the House.*

#### NATIONAL SYSTEM OF INTERSTATE AND DEFENSE HIGHWAYS ACT OF 1955

Mr. FALLON. Mr. Speaker, I move that the House resolve itself into the Committee of the Whole House on the State of the Union for the further consideration of the bill (H. R. 7474) to amend and supplement the Federal Aid Road Act approved July 11, 1916 (39 Stat. 355), as amended and supplemented, to authorize appropriations for continuing the construction of highways, and for other purposes.

The motion was agreed to.

Accordingly the House resolved itself into the Committee of the Whole House on the State of the Union for the further consideration of the bill H. R. 7474, with Mr. KEOGH in the chair.

The Clerk read the title of the bill.

The CHAIRMAN. When the Committee rose on yesterday there was pending the amendment offered by the gentleman from Michigan [Mr. DONDERO] as amended by the amendment of the gentleman from Washington [Mr. MACK].

Are there further amendments?

Mrs. ST. GEORGE. Mr. Chairman, I move to strike out the last word.

Mr. Chairman, I take this opportunity to clear up some possible misunderstanding about something that took place on the floor of this House yesterday. I inserted in the RECORD a telegram signed by James A. Farley. This morning I received a message from Mr. James A. Farley, the former national chairman of the Democratic Committee, the former Postmaster General, and a very distinguished citizen of the State of New York. Mr. Farley authorized me to tell the House of Representatives that he had sent and signed the telegram that I placed yesterday in the RECORD.

Mr. BECKER. Mr. Chairman, will the gentlewoman yield?

Mrs. ST. GEORGE. I yield to the gentleman from New York.



Mr. BECKER. May I say to the gentlewoman that I corroborate what she has said, because I spoke to Jim Farley the other night, and he told me he sent me that telegram. I appreciate his sending it to me. I was not on the floor yesterday, but I want to corroborate what the gentlewoman has just said.

Mrs. ST. GEORGE. I put that telegram in the RECORD yesterday.

Mr. BUCKLEY. Mr. Chairman, will the gentlewoman yield?

Mrs. ST. GEORGE. I yield to the gentleman from New York.

Mr. BUCKLEY. I am not surprised that Mr. Farley sent to the Republican Members of this House a telegram asking them to vote against the Democratic bill. No doubt, his present views are influenced by his business association with the General Motors Truck Corp.

Mrs. ST. GEORGE. I might say to the gentleman that Mr. Farley said in his telegram to us that he had sent the same telegram to you. He may not consider you a member of the Democratic side of the House. That I do not know.

Mr. FULTON. Mr. Chairman, will the gentlewoman yield?

Mrs. ST. GEORGE. I yield.

Mr. FULTON. I would like to comment, too, that I have received a telegram from the Democratic mayor of Pittsburgh, Mayor David Lawrence, interceding with me to try to prevent the coming up of the natural gas bill which he felt the Democratic leadership of the House and the Democratic side of the House was going to bring up and cost the consumers of this country millions of dollars in the closing hours of Congress when adequate consideration could not be given. And further I received another letter today from the Democratic mayor of Philadelphia, joined by the Democratic mayors of New York City and Pittsburgh, quoting former President Harry Truman, to prevent the passage of this bill, which they feel would cost the consumers of the East and West so much money.

Mrs. ST. GEORGE. I am sure the gentleman will agree with me that many of these questions transcend party politics.

The CHAIRMAN. The time of the gentlewoman from New York has expired.

Mr. MCGREGOR. Mr. Chairman, I offer an amendment to the amendment offered by the gentleman from Michigan [Mr. DONDERO].

The Clerk read as follows:

Amendment offered by Mr. MCGREGOR: On page 22, after line 20 and after the period insert "(d) and the following: 'All agreements between the Secretary and the State highway department for the construction of projects on the National System may contain a clause providing that the State will not add any points of access to, or exit from, the project in addition to those approved by the Secretary in the plans for such project, without the prior approval of the Secretary. Such agreements shall also contain such provisions as the Secretary feels necessary to insure that the users of the National System will receive the benefits of free competition in purchasing supplies and services at or adjacent to highways in such system, and such agreements shall also contain a clause providing that the State will not permit automotive service stations or

other commercial establishments to be constructed or located on the right-of-way of the National System in such State.'

Mr. MCGREGOR. Mr. Chairman, I have submitted this amendment to both the minority and the majority sides. It was accepted in our committee. It simply puts into the Dondero substitute the same wording as was accepted by our committee, I think, by unanimous vote when we were discussing the Fallon bill against monopoly. It simply assures the people protection. I ask for its adoption, Mr. Chairman.

Mr. FALLON. Mr. Chairman, I think it is a fine amendment, and we have no objection to it.

Mr. SMITH of Virginia. Mr. Chairman, may we have the amendment reread?

The CHAIRMAN. Without objection, the Clerk will reread the amendment offered by the gentleman from Ohio [Mr. MCGREGOR].

Mr. MCGREGOR. Mr. Chairman, if I might be recognized for a moment, I might point out to my distinguished friend, the gentleman from Virginia, the language of the amendment is to be found on page 28 of the bill, H. R. 7474, or Mr. Fallon's bill. It is the exact wording as included in the Fallon bill.

Mr. SMITH of Virginia. What does the amendment do?

Mr. FALLON. Mr. Chairman, the President's Advisory Committee on the National Highway Program considered the type of marketing concessions along the interstate system to be a matter of great importance. In the report entitled, "Ten Year National Highway Program" the committee pointed out that in the constructing and the control of the highway system, care should be exercised to assure that traditional free enterprise is promoted and no monopolistic tendencies develop in the provision of needed facilities to service the highway users with food, lodging, vehicles, fuel and similar needs.

That was brought out because on some of the toll roads in the country, the right to do business along the right-of-way is sold to bidders to put up eating establishments and gasoline stations and one company may get all the stations along many miles of highway so that if a motorist needs gasoline on any particular section of the highway, he will have to pay whatever price the particular company may want to charge because there is no free competition on that highway.

Mr. SMITH of Virginia. Mr. Chairman, I withdraw my request.

The CHAIRMAN. The question is on the amendment offered by the gentleman from Ohio.

The amendment was agreed to.

Mr. SCHERER. Mr. Chairman, I offer an amendment.

The Clerk read as follows:

Amendment offered by Mr. SCHERER to the amendment offered by Mr. DONDERO: On page 22, after line 20, insert a new section as follows:

"SEC. 209. (a) The Secretary of Commerce, to the extent he deems it necessary and appropriate in order to carry out the provisions of this act, is authorized to place 2 positions in the Bureau of Public Roads

in grade 18 and a total of 20 positions in grades 16 and 17 of the General Schedule established by the Classification Act of 1949, as amended. Such positions shall be in lieu of any positions in the Bureau of Public Roads previously allocated under section 505 of such act.

"(b) The Bureau of Public Roads shall hereafter be known as the Public Roads Administration, and the Office of the Commissioner of Public Roads is hereby abolished. The head of the Public Roads Administration shall be an Administrator appointed by the President, by and with the advice and consent of the Senate. The Administrator shall receive basic compensation at the rate prescribed by law for assistant secretaries of executive departments, and shall perform such duties as may be imposed upon him by law, regulation, or orders of the Secretary of Commerce."

Mr. JONES of Alabama. Mr. Chairman, I reserve a point of order against the amendment on the ground that the Reclassification Act is not germane, and that the amendment is not germane to the bill.

Mr. SCHERER. Mr. Chairman, this amendment is section 14 (a) and section 14 (b) of the Fallon bill.

If the Dondero substitute should pass, it is felt that this amendment is necessary and proper insofar as the Dondero substitute is concerned.

It is my recollection that in voting out the Fallon bill the committee almost unanimously agreed that this amendment was a necessity. What is happening is this: As we all know, there is a tremendous lack of engineers in this country, and even at the present time with this accelerated road program which we hope will pass, the Bureau of Public Roads is losing engineers daily. As an example, an engineer in the Bureau of Public Roads who is now receiving \$11,000 has been offered \$29,000 to go with a private concern. If this road legislation should become law, you can easily see the tremendous need for this type of engineer, and the Bureau of Public Roads will have further pressures put on its engineers, and you will find them leaving in greater numbers. So the committee, as I said, almost unanimously felt that this section was necessary whereby at least we have two positions in grade 18. There are no positions now in the Bureau of Public Roads in grade 18 which pay \$14,800. That is a low salary in private enterprise for engineers of this caliber.

There are at present in the Bureau of Public Roads five positions in grade 16. This amendment, of course, asks that there be 20 positions. With this accelerated program, you can readily see that in order to carry it out, we are going to need additional engineers.

Mr. GROSS. Mr. Chairman, will the gentleman yield?

Mr. SCHERER. I yield.

Mr. GROSS. What is the total number of supergrade employees proposed by the gentleman's amendment?

Mr. SCHERER. The amendment proposes only 2 in grade 18 at a salary of \$14,800 and asks for 20 positions in grades 16 and 17, whereas at the present time we have 5.

Mr. GROSS. That makes a total of how many?



will no longer bid because they have been forced to lower their bids by some of the prime contractors, with the result that they have lost faith. I might add that in my State the feeling is the same as it is among the small-business men in Oregon, as evidenced by telegrams and letters I have received.

Does the Senator feel that if the bill is enacted it will result in saving the Government millions of dollars?

Mr. MORSE. In my judgment, it will save the Government huge sums of money, amounting to many millions of dollars.

I wish to say that I make this statement as chairman of the Small Business Subcommittee of the Committee on Banking and Currency, and as a member of the Select Committee of the Senate on Small Business. In my capacity as a member of those committees, I have listened by the hour to the complaints of small-business men in regard to the bidding policies which are followed by prime contractors. I think we are taking a step today which is really a move toward protecting the legitimate rights of small business, and which in no way does injury to prime contractors.

Mr. BENDER. Mr. President, I wish to join the senior Senator from Oregon in commending the Senator from West Virginia [Mr. KILGORE] for the fine work he has done in connection with the pending proposed legislation. I know how difficult it is sometimes to take a technical measure and guide it through committee and to the Senate floor, as the Senator from West Virginia has done so well and with such skill.

I wish to speak briefly in behalf of the pending bill, S. 1644, of which I am a cosponsor.

My experience as chairman of the House Subcommittee on Procurement during the 80th Congress, and as chairman of the House Subcommittee on Accounts of the Government Operations Committee during the 83d Congress, has taught me that we in the Congress must keep a close eye on purchasing procedures used by the Government, and that reform in such procedures and practices is seldom brought about except at the direction of the Congress.

Each year this Government of ours spends from three to four billion dollars in purchasing construction. This sum represents a very sizable part of the Federal budget.

As a purchaser of construction, the Government occupies the position of an owner, and, as such, it is up to the Government to establish policy and procedure to govern the letting of Federal construction contracts. This is precisely what S. 1644 does.

Prior to the submission of the prime bid the parties are free to negotiate at will. After submission of the prime bid it is in the interest of the Government to provide procedure whereby any reduction in cost resulting from further negotiation, except in hardship cases, will accrue to the benefit of the Government. This is precisely what the bill does.

The mechanical specialty trades today represent one of the few remaining in-

dustries that are predominantly independent small establishments. These small-business men can ill afford to expend the sizable sums required to estimate the cost of mechanical specialty work on Federal construction and have no assurance that they will receive the contract if they are the lowest responsible bidders. Because of bid shopping now indulged in after award of the prime contract, the specialty contractor has no assurance that he will get to do the work if his is the lowest responsible bid. Accordingly, relatively few of these independent small-business men are now bidding on Government work. The result is to encourage monopoly, to discourage the small-business man, and to incur higher construction costs.

Today, prudent private owners realize that it is to their own advantage to require prime contractors to identify their mechanical specialty contractors. This becomes more and more important as the percentage and cost of construction involved in mechanical specialty work steadily increases.

Existing Federal statutes prescribe in considerable detail the bidding procedures on construction work. However, they fail to take into consideration the present economic realities which induce prudent private owners to require their prime contractors to name their mechanical specialty contractors. Without legislation, Federal agencies are unable, or at least unwilling, to establish any requirements with respect to subcontractor listing. Hence, the Federal Government as an owner must establish such policy and procedures by legislation. The Government has the duty to revise and to modernize the archaic procedures which govern its employees in the letting of construction contracts. By so doing, not just the Government but the entire construction industry will benefit.

The procedure established by the pending bill is very simple. It purposely was made so in order not to create additional administrative duties.

It merely requires the prime contractor to state in his bid the names of the mechanical specialty contractors, if any, that he intends to use to accomplish the mechanical specialty work. This information will not only benefit the Government by enabling it better to evaluate the bids, but it also will induce many mechanical specialty contractors, the vast majority of whom are independent small-business men, to enter into the field of Federal construction. These small-business men, by and large, are now unable to participate in Federal work because of the evil of bidshopping that is so prevalent in Federal construction. Under this bill, that evil will be eliminated, or at least drastically reduced.

We, as Senators, are directors of the largest single purchaser of construction in the United States. As such, we have a duty to see that the money we appropriate for construction purposes is wisely and profitably spent. Moreover, we have an interest in fostering open competition by independent small-business men, and in preventing unfair trade practices on Federal works.

In my opinion, the pending bill, while it may not provide all the answers, will go a long way toward accomplishing these objectives. Accordingly, I urge my colleagues to join with me in voting for passage of this much needed legislation.

Mr. FLANDERS. Mr. President, will the Senator yield?

Mr. BENDER. I yield.

Mr. FLANDERS. I should like to say, first, that while I had not taken particular interest in the pending bill at the start, I have received a number of letters in regard to it from citizens of my State, and the letters were more or less divided, some of the correspondents being for the bill and some against it, which required me to do a little questioning myself. I should like to pass my questions on to the Senator from Ohio, who is one of the sponsors of the bill.

First of all, am I correct in what seems to me an obvious assumption, that the bid shopping practices produce in themselves no decrease in expense to the Government, but result in increased profit to the prime contractors?

Mr. BENDER. Not necessarily. The bill will result in an honest job being done, by all parties concerned, and it will eliminate discrimination.

Mr. FLANDERS. What I am asking is, if a contractor's bid is accepted by the Government, and the contractor whose bid has been accepted goes back to subcontractors and renegotiates bids on the subcontracts, and successfully renegotiates at a lower price, then he makes a larger profit, but the Government gets no advantage from the lower bids of the subcontractors. Is that correct?

Mr. BENDER. I might say to the senior Senator from Vermont—

Mr. FLANDERS. Excuse me for a moment. I do not want to claim that classification. I am senior in age, but junior in service.

Mr. BENDER. In answer to the inquiry of the Senator from Vermont, I should like to say that because of bid shopping, which is now indulged in, after the prime contractor is awarded a contract, the specialty contractor has no assurance he will be able to do the work even if his is the lowest responsible bid. That is true of the independent small-business man bidding on a contract. The result, of course, is to encourage monopoly, discourage the small-business man, and cause higher construction costs. I think the enactment of the bill into law will go a long way toward eliminating those results. The senior Senator from Oregon [Mr. MORSE] and the senior Senator from West Virginia [Mr. KILGORE] have explained the situation very well.

Mr. MORSE. Mr. President, will the Senator from Ohio yield to me?

Mr. BENDER. I yield now to the Senator from Oregon.

Mr. MORSE. As one of the cosponsors of the bill, I wish to thank the Senator from Ohio for the cooperation we received from him. As the Senator pointed out to the Senator from Vermont, he is quite right that under the practices now prevailing in industry with



regard to prime contractors, when they get a contract with the Government, they renegotiate with a subcontractor in order to get a lower price from the subcontractor. The subcontractor gets no gain from that, and the Government does not.

There is another evil involved in the so-called renegotiation by the prime contractor. It does not mean the final contract will be with the subcontractor who was mentioned by the prime contractor in his bid data submitted to the Federal Government.

So we have the situation, as I think there was plenty of evidence to prove, that the Government really suffers, in the sense that sometimes the subcontractor will render service inferior to that which would have been rendered by the subcontractor mentioned in the bid data submitted by the prime contractor to the Federal Government.

Mr. FLANDERS. I find that the Senator from Oregon has answered the first question I had in mind, and the Senator from Ohio has answered the second question I had in mind. So that I think my questions have been answered, though not in the order in which I had propounded them.

I wish to make sure that it is clear from the testimony and the committee's investigation that this measure would not merely result in sound practices and fairness, but also would tend to result in lower bid prices and lower ultimate costs.

Mr. BENDER. I may say to the Senator from Vermont that is really the purpose of the bill.

Mr. CURTIS. Mr. President, will the Senator from Ohio yield to me?

Mr. BENDER. I yield.

Mr. CURTIS. What is the position of the various Government agencies toward the bill?

Mr. FLANDERS. That is question No. 3. I shall be glad to have the Senator from Nebraska pursue that question.

Mr. BENDER. I may say to the junior Senator from Nebraska that the chairman of the committee, the senior Senator from West Virginia [Mr. KILGORE] will answer the question.

The question is, What is the position of the Government agencies on this measure?

Mr. KILGORE. I may say that I was ashamed and shocked to find that some Government agencies are opposed to the bill because it will require of them a little more administrative detail.

Mr. CURTIS. In the report of the Atomic Energy Commission, the report of the General Services Administration, the report of the Department of the Army, and the reports of other agencies which enter into such contracts, do they support this measure?

Mr. KILGORE. They do not support the bill in their written reports submitted to the committee before the commencement of the public hearings on S. 1644.

Mr. CURTIS. The Atomic Energy Commission is not recommending the enactment of this measure; is it?

Mr. KILGORE. The Atomic Energy Commission did not recommend enactment of the bill. But if the Senator from

Nebraska will read hearings, he will find that the Commission wound up by agreeing that they did not have too much objection to the bill.

Mr. CURTIS. What is the position of the Army?

Mr. KILGORE. The Army had very little to say, except that the provisions of the bill would add some administrative work. Let me say that I was shocked and ashamed to find that in some cases the Department made the complaint that enactment of the bill would require them to do a little more work.

Mr. BENDER. Mr. President, I am sure the Senator will agree that enactment of the bill will not create additional administrative duties, as a matter of fact.

Mr. CURTIS. Mr. President, I read now from the letter from the former Secretary of the Army, Mr. Stevens:

The fiscal effects of the bill cannot be estimated by the Department of Defense; however, enactment of the bill would increase the Government construction costs through increased administrative expenses.

Mr. KILGORE. That is the original letter, let me say. But the Department of the Army receded vastly from that position, when witnesses from the Department finally got on the witness stand and testified before the subcommittee.

Mr. BENDER. We now have a new Secretary of the Army, and I am sure his position is not comparable to that of the former Secretary of the Army.

Mr. KILGORE. When the witnesses for the Department of the Army were questioned about the bill, they somewhat changed their former attitude, because the bill introduced in the 82d Congress and the bill introduced in the 83d Congress would have required a number of additional administrative expenses, and also applied, I believe, to negotiated contracts. But any such provision has been completely eliminated from the pending bill.

Mr. CURTIS. The letter from Secretary Stevens is dated May 11, 1955, and in the letter he says:

Reference is made to your request to the Secretary of Defense for the views of the Department of Defense with respect to S. 1644, 84th Congress.

Mr. KILGORE. But when he sent his witnesses to the committee, they began to testify in a somewhat different vein from their original report on the bill.

Mr. BENDER. Furthermore, the letter to which the Senator from Nebraska has referred is comparable to a letter which was sent to the last Congress.

Mr. KILGORE. Yes; it is certainly comparable to the report they submitted on a similar bill of the 83d Congress.

#### AMENDMENT OF TITLE V OF AGRICULTURAL ACT OF 1949, RELATING TO MEXICAN FARM LABOR—CONFERENCE REPORT

Mr. ELLENDER. Mr. President, I submit a report of the committee of conference on the disagreeing votes of the two Houses on the amendment of the Senate to the bill (H. R. 3822) to amend title V of the Agricultural Act of 1949,

as amended. I ask unanimous consent for the present consideration of the report.

The PRESIDING OFFICER. The report will be read for the information of the Senate.

The legislative clerk read the report, as follows:

The committee of conference on the disagreeing votes of the two Houses on the amendment of the Senate to the bill (H. R. 3822) to amend title V of the Agricultural Act of 1949, as amended, having met, after full and free conference, have agreed to recommend and do recommend to their respective Houses as follows:

That the Senate recede from its amendment.

ALLEN J. ELLENDER,  
OLIN D. JOHNSTON,  
SPESSARD L. HOLLAND,  
GEORGE D. AIKEN,  
MILTON R. YOUNG,

*Managers on the Part of the Senate.*

HAROLD D. COOLEY,  
W. R. POAGE,  
G. M. GRANT,  
E. C. GATHINGS,  
C. R. HOPE,  
A. H. ANDRESEN,  
W. S. HILL,

*Managers on the Part of the House.*

The PRESIDING OFFICER. Is there objection to the present consideration of the report?

There being no objection, the Senate proceeded to consider the report.

Mr. CLEMENTS. Mr. President, I should like to ask the Senator from Louisiana about the report.

Mr. ELLENDER. It is the conference report on the Mexican labor bill.

Mr. CLEMENTS. I should like to ask what difference there is between the conference report and the bill as it was passed by the Senate.

Mr. ELLENDER. The only amendment made by the Senate was to shorten the period from 3 years and 6 months to 1 year and 6 months. After a discussion of the matter, the Senate conferees receded; that action was unanimous on their part.

The reason for shortening the period, I may say to my good friend from Kentucky, was that we had been informed that during the administration of the act, including last year there were quite a number of violations of the act. However, we now have received a later report showing that after the Mexican Government and our Government got together, the violations became less in number, until at this time the situation is more satisfactory.

The report was agreed to by the conferees with the understanding that the Department of Labor, as well as the Immigration and Naturalization Service, shall make a report to the 2 committees every 6 months, so as to keep the Congress informed about any additional violations. If we should find that the violations continue, then we can take up the matter in Congress in due time.

Mr. CLEMENTS. I am glad the Senator from Louisiana, the chairman of the Committee on Agriculture, has brought out that point, because it was one which the Committee on Agriculture and Forestry discussed, and I believe it to be of considerable importance.



Mr. ELLENDER. In fuller explanation, Mr. President, let me say that when H. R. 3822 passed the Senate, the Senate adopted a committee amendment limiting the duration of the Mexican farm-labor program to the period ending June 30, 1957, instead of June 30, 1959, as provided in the House bill. This amendment had been recommended by the committee after hearing testimony from Gen. J. M. Swing, Commissioner of the Immigration and Naturalization Service, concerning employer violations of their wage agreements. In the light of his testimony, the committee felt that Congress should review this program again before June 30, 1957, to determine what progress had been made in obtaining the compliance of employers with their agreements.

At the time when the conference on the bill was held the conferees had before them a report from the Department of Labor showing that while a number of cases of noncompliance had been encountered in the beginning of the program, great progress had been made, and the number of new cases of noncompliance had been greatly reduced. Furthermore, the conferees had before them a complete discussion by the Department of Labor of the problems and procedures involved in enforcement in accordance with the law and the agreements with Mexico and with employers. In particular, the Department pointed out that failure to act in accordance with these agreements might result in releasing employers from their wage guaranties—which should, of course, be avoided. In view of the progress made in obtaining compliance in accordance with the law and the pertinent agreements and the evident desire of the agencies involved to cooperate in enforcement of the law, the conferees felt that the program might safely be extended to June 30, 1959, as provided in the House version of the bill.

The conferees felt, further, that the agencies involved should advise the chairmen of the Senate and House committees in charge of this legislation at 6-month intervals of the progress made in obtaining compliance; and that those committees would be most diligent in recommending any action by Congress which might appear necessary in the light of those reports. The conference report therefore recommends that the Senate recede from its amendment.

Mr. President, I ask unanimous consent to have printed at this point in the RECORD the statement to be made by the managers on the part of the House, when they present the conference report to the House of Representatives.

There being no objection, the statement was ordered to be printed in the RECORD, as follows:

#### STATEMENT

The only amendment made by the Senate was to change the period of extension of the act from the 3½ years provided in the House bill to 1½ years. The Senate committee did not hold hearings on the bill but indicated in its report that its action in reducing the period of extension was taken as the result of a statement made to the committee by the Commissioner of Immigration

and Naturalization and for the purpose of providing congressional review of the legislation at an earlier date. It was the Commissioner's contention that some employers have not been paying the full wage required under the contract of employment and that the Immigration and Naturalization Service should have authority to check on contract compliance.

Although the Department of Justice was invited by the House committee to appear on this legislation and a spokesman for the Immigration and Naturalization Service did, in fact, testify at the hearings, no evidence of the type described in the Senate report was presented to the House committee. On the contrary, the representative of the Immigration and Naturalization Service strongly endorsed the present program and apparently favored indefinite extension of the act.

The matter of compliance with the work contract is fully covered by the International Agreement entered into by the United States and Mexico, and a specific procedure is provided to assure that the worker will be paid in accordance with the contract of employment. The Mexican Consulate and representatives of the United States Department of Labor are given full authority to see that the contract provisions are carried out. To give the Immigration and Naturalization Service similar authority would necessitate a revision in the International Agreement, create dual jurisdiction among Federal agencies and confusion of administration, and would necessarily increase the cost of the program without any corresponding benefits.

Both the Immigration and Naturalization Service and the Department of Labor have duties and responsibilities in connection with the entry of Mexican nationals into the United States in connection with farm employment. The duty of the Immigration and Naturalization Service is to see that entry into the United States is in compliance with our laws and that aliens illegally in this country are apprehended and deported. The duty of and responsibility of the Department of Labor is to administer and enforce the laws relating to the employment of Mexican nationals as farmworkers in the United States pursuant to an agreement with the Government of Mexico and a work contract with the Mexican national.

While these responsibilities relate to the same general subject, they are by no means identical or overlapping. Each has its own duties to perform in its own field and from evidence presented to the House committee, which went exhaustively into this subject, it appears that both the Department of Labor and the Immigration and Naturalization Service have, particularly in the past year, been doing a very effective job.

It was the sense of the committee of conference that there has been substantial improvement in the situation in the past few months as the result of the effective administration and the cooperation of these two agencies of Government. It was the further sense of the committee that there should continue to be a high degree of cooperation. If the Immigration Service, in the performance of its duties, has information which would indicate a violation of the work agreement it should furnish that information to the Department of Labor in order that the agency to which Congress has delegated the responsibility of administering the program may take appropriate action under the procedures authorized by the act and written into the international agreement.

It is in anticipation of this type of cooperation that the committee of conference has agreed to the 3½ years extension of the act as provided in the House bill. It is the view of the committee, however, that the respective legislative committees of the House and Senate should maintain a close oversight of

this program and that the agencies referred to should keep the chairmen of the respective committees informed of their operations in this field not less frequently than once each 6 months.

The PRESIDING OFFICER. The question is on agreeing to the conference report.

The report was agreed to.

#### MESSAGE FROM THE HOUSE

A message from the House of Representatives, by Mr. Maurer, its reading clerk, announced that the House had passed, without amendment, the following bills of the Senate:

S. 2171. An act to amend the Subversive Activities Control Act so as to provide that upon the expiration of his term of office a member of the Board shall continue to serve until his successor shall have been appointed and shall have qualified; and

S. 2375. An act to provide for 5-year terms of office for members of the Subversive Activities Control Board with one of such terms expiring in each calendar year.

The message also announced that the House had agreed to the report of the committee of conference on the disagreeing votes of the two Houses on the amendment of the Senate to the joint resolution (H. J. Res. 157) to establish a Commission on Government Security.

The message further announced that the House had disagreed to the amendments of the Senate to the bill (H. R. 7278) making supplemental appropriations for the fiscal year ending June 30, 1956, and for other purposes; agreed to the conference asked by the Senate on the disagreeing votes of the two Houses thereon, and that Mr. CANNON, Mr. TABER, Mr. WHITTEN, Mr. MARSHALL, and Mr. H. CARL ANDERSEN, on chapter I; Mr. CANNON, Mr. TABER, Mr. PRESTON, Mr. THOMAS, and Mr. BOW, on chapter II; Mr. CANNON, Mr. TABER, Mr. MAHON, Mr. SHEPPARD, Mr. SIKES, Mr. WIGGLESWORTH, Mr. SCRIVNER, and Mr. FORD, on chapter III; Mr. CANNON, Mr. TABER, Mr. PASSMAN, Mr. GARY, and Mr. WIGGLESWORTH, on chapter IV; Mr. CANNON, Mr. TABER, Mr. ANDREWS, Mr. MAHON, and Mr. FENTON, on chapter V; Mr. CANNON, Mr. TABER, Mr. THOMAS, Mr. YATES, and Mr. PHILLIPS, on chapter VI; Mr. CANNON, Mr. TABER, Mr. KIRWAN, Mr. NORRELL, and Mr. JENSEN, on chapter VII; Mr. CANNON, Mr. TABER, Mr. FOGARTY, Mr. FERNANDEZ, and Mr. HAND, on chapter VIII; Mr. CANNON, Mr. TABER, Mr. RABAUT, Mr. KIRWAN, and Mr. DAVIS of Wisconsin, on chapter IX; Mr. CANNON, Mr. TABER, Mr. ROONEY, Mr. PRESTON, and Mr. COUDERT, on chapter X; Mr. CANNON, Mr. TABER, Mr. GARY, Mr. PASSMAN, and Mr. CANFIELD, on chapter XI; Mr. CANNON, Mr. TABER, Mr. RABAUT, Mr. NORRELL, and Mr. HORAN, on chapters XII, XIII, XIV, and XV, were appointed managers on the part of the House at the conference.

The message also announced that the House had agreed to the amendments of the Senate to the bill (H. R. 7301) to amend the Rubber Producing Facilities Disposal Act of 1953, as heretofore amended, so as to permit the disposal thereunder of Plancor No. 980 at Institute, W. Va.



### ENROLLED BILLS SIGNED

The message further announced that the Speaker had affixed his signature to the following enrolled bills, and they were signed by the Vice President:

H. R. 2107. An act to amend the National Defense Facilities Act of 1950 to provide for additional facilities necessary for the administration and training of units of the Reserve components of the Armed Forces of the United States, and for other purposes;

H. R. 2109. An act to authorize permanent appointments in the United States Navy and in the United States Marine Corps;

H. R. 5512. An act to provide for the conveyance of certain property under the jurisdiction of the Housing and Home Administrator to the State of Louisiana;

H. R. 6259. An act to amend section 8 of the act entitled "An act to establish a District of Columbia Armory Board and for other purposes," approved June 4, 1948; and

H. R. 7029. An act to establish a permanent committee for the Oliver Wendell Holmes devise, and for other purposes.

### POLICY AND PROCEDURE IN CONNECTION WITH CONSTRUCTION CONTRACTS

The Senate resumed the consideration of the bill (S. 1644) to prescribe policy and procedure in connection with construction contracts made by executive agencies, and for other purposes.

Mr. MURRAY. Mr. President, I wish to make a few remarks on the Federal construction contract bill, S. 1644.

The able chairman of the Judiciary Committee [Mr. KILGORE] has explained how this bill would place Federal bidding procedures in line with those used by prudent private owners in their own self-interest to make Federal procurement of construction more efficient and lower in cost.

Other Senators have discussed the bill in detail, demonstrating its importance. I am happy, of course, to agree with these expressions. It is highly important that Federal procurement procedures be placed on an efficient basis to reduce the cost of construction. However, I particularly wish to emphasize the need for this legislation in order to preserve the independence of a vital industry composed almost entirely of independent small-business men.

There is an ever-increasing tendency today toward merger of business enterprises, with the unfortunate result that the bulk of most industries is becoming consolidated in the hands of a few companies. The problem of monopoly involved in the tendency of industry to become concentrated in the hands of a few, is not easy of solution. Continued enforcement of the antitrust laws is, of course, important. But the Government sometimes finds itself in the unhappy position of prosecuting restraints of trade and monopolies on the one hand and, on the other, using procurement policies which cause the big to become bigger and the small to be eliminated.

The construction industry does an annual gross business of something over \$40 billion each year. Of this amount, Federal construction in ordinary times accounts for about one-tenth. In times of emergency, most construction is Federal construction.

Further integration of the construction industry may be inevitable. I feel, nevertheless, that the Government has a duty to see that the independent small businessman has a fair and equal chance to compete on Federal construction. This is one of the prime purposes of the bill under consideration.

Under present procedures, Federal Agencies do not require prime contractors to specify their mechanical specialty subcontractors on construction projects as do many private owners, State governments, municipalities, school boards and other large purchasers of construction. This failure has led an increasingly large number of prime contractors on Government projects to engage in the practice of shopping their mechanical specialty bids, that is, soliciting new mechanical specialty bids after they have been awarded a contract on the basis of a subbid which they used in preparing their own bid to the Government.

The result of this bid-shopping has been to reduce competition and hence cause higher Government construction costs. It also has caused mechanical specialty contractors either to become dominated by or financially dependent upon general contractors or to refuse to submit specialty bids on Government work and thus be deprived of an opportunity of participating in the tremendous volume of Federal construction.

The independent small-business man certainly is entitled to a fair share of the work on vast Federal projects. Yet under present procedures he is not participating fully, and cannot be expected to participate as long as there are no procedures giving him reasonable assurance that his specialty bid will not be misused. He is personally willing to take his chance at being the low responsible bidder. However, he is unwilling to expend the substantial sums required to estimate the cost of mechanical specialty work and yet have no assurance that he will receive the contract if his bid is used by the prime contractor who gets the award.

I believe that S. 1644 is admirably designed to prevent the unfair trade practice of bid shopping and to encourage the small mechanical specialty contractor to bid on Federal projects.

The bill would injure no one. Benefits would accrue to prime contractors, mechanical specialty contractors, the employees of each, and to the public, in the form of reduced construction costs on Federal construction.

I firmly believe that the bill merits the support of Senators.

The PRESIDING OFFICER. The committee amendments will be stated.

The amendments of the Committee on the Judiciary were, on page 2, line 3, after the word "contractor", to strike out "who will perform" and insert "with whom the prime contractor will contract for the performance of"; in line 6, after the word "involved", to strike out "in the performance thereof"; on page 4, line 3, after the word "is", to strike out "approved" and insert "permitted"; on page 6, line 5, after the letter "(a)", to strike out "This Act shall not" and insert "Neither this Act nor compliance

with the provisions thereof shall"; in line 10, after the word "contract", to strike out "and shall not" and insert "or"; and after line 13, to strike out:

(b) Neither acceptance by an executive agency of a bid or statement of a prime contractor setting forth the name of a proposed contractor or awarding a contract to such prime contractor after such acceptance shall be construed to be approval or acceptance by the executive agency of the United States Government of any contractor named.

And in lieu thereof, to insert:

(b) Acceptance by an executive agency of a bid or statement of a prime contractor setting forth the name of a proposed contractor, or awarding a contract to such prime contractor after such acceptance, or permitting or denying the substitution of a contractor in accordance with the provisions of section 2 (g), shall not be construed to be approval or acceptance by the executive agency of the United States Government of any contractor named or substituted, or to relieve the prime contractor of any responsibility for performance of the contract.

So as to make the bill read:

*Be it enacted, etc.,* That this act may be cited as the "Federal Construction Contract Act of 1955."

SEC. 2. (a) Each executive agency shall list in the bidding or contract documents relating to each lump-sum construction contract before accepting bids or proposals with respect thereto, each major category of mechanical specialty work involved in the performance thereof.

(b) No executive agency shall award to, or enter into a lump-sum construction contract with, any prime contractor unless the name of the contractor with whom the prime contractor will contract for the performance of each major category of mechanical specialty work involved which may have been listed by the contracting executive agency in the bidding or contract documents has been specified by the prime contractor in the bid or proposal upon which the contract is awarded or made.

(c) This section shall not prevent any prime contractor from himself performing any major category of mechanical specialty work under a lump-sum construction contract awarded to or undertaken by him if the bid or proposal referred to in subsection (b) of this section specifies that the prime contractor will himself perform such category of the mechanical specialty work.

(d) This section shall not be construed to forbid or prevent any executive agency from awarding separate or several prime or direct lump-sum construction contracts for any one construction project.

(e) No prime contractor under a lump-sum construction contract shall have any major category of mechanical specialty work involved in the performance of such construction contract as listed by the contracting executive agency in the bidding or contract documents, performed by any person other than the person named for the performance of such work in accordance with subsection (b) or (c) of this section, except in accordance with the provisions of subsection (f) or (g) of this section.

(f) If a contractor named by the prime contractor under a lump-sum construction contract in accordance with subsection (b) of this section shall fail or refuse to perform or complete the work to be performed by him in accordance with the terms of his subbid or subcontract therefor, the prime contractor may engage a substitute or different contractor to perform such work: *Provided*, That he first submits in writing to the contracting executive agency the name of the substitute contractor.

(g) If, for any reason not specified in subsection (f), a prime contractor under a







July 29, 30, 1955

13. FARM PROGRAM. Sen. Symington charged "political manipulation in the farm program in Missouri", and Sen. Humphrey joined him in the statement (pp. 10519-29).
14. WATER POLLUTION. Sen. Duff urged water-pollution control as a means of conserving water (pp. 10529-30).
15. FARM CREDIT. H. R. 5168, the FCA bill, was made the unfinished business (p. 10546).

HOUSE - July 29

16. SUPPLEMENTAL APPROPRIATION BILL, 1956. Received the conference report on H. R. 7278 (pp. 10460-4). Attached to this Digest is a statement showing actions on the USDA items in this bill.
17. HOUSING. Passed, 396 to 3, S. 2126, the housing bill, with an amendment by Rep. Wolcott in the nature of a substitute (pp. 10464-43). The Wolcott amendment, which was agreed to by a vote of 217 to 188, does not include the provision for continuation of the farm housing program which has been authorized for administration by this Department. House and Senate conferees were appointed (pp. 10443, 10505).
18. SUGAR. Agreed to a resolution/<sup>to</sup> provide for debate on H. R. 7030, to amend and extend the Sugar Act (pp. 10445-6).
19. DEFENSE PRODUCTION. Began debate on H. R. 7470, to amend and extend the Defense Production Act (pp. 10445-50).
20. FARM LABOR. Agreed to the conference report on H. R. 3822, which provides for a  $3\frac{1}{2}$  year extension (until June 30, 1959) of the Mexican farm-labor program, relieves employers of double liability for the cost of returning a worker to Mexico where the employer has paid once for such movement but the Mexican does not return and is later apprehended, and specifies that the Secretary of Labor is to obtain information on the availability of domestic workers, prevailing wage rates, and labor shortages in the area, then post publicly the number of workers to be imported (p. 10401). This bill will now be sent to the President.
21. SURPLUS COMMODITIES. Agreed to the conference report on H. R. 2851, to authorize the Secretary of Agriculture, until June 30, 1957, upon request of a State Governor, to distribute to the State wheat flour and corn meal owned by CCC using Sec. 32 funds limited to \$15 million a year (p. 10402). This bill will now be sent to the President.
22. PERSONNEL. House conferees were appointed on H. R. 4048, making recommendations to the States for legislation to permit and assist Federal personnel to vote (pp. 10444-5).
23. WATER RESOURCES. Agreed to the conference report on H. R. 3990, to authorize the Interior Department to investigate and report to Congress on projects for the conservation, development, and utilization of water resources of Alaska (pp. 10394-5). This bill will now be sent to the President.
24. PERSONNEL. Passed as reported H. R. 7618, to increase annuities of retired employees by 12% on the first \$1,500 and 8% thereafter up to \$4,000, with a gradual reduction in the increases until they end on Dec. 31, 1957 (pp. 10395-6).
25. WATER COMPACT. Passed as reported S. 2660, consenting to a compact among Ark.,

Tex.,

La.,/and Okla. regarding Red River basin waters (p. 10395).

The Public Works Committee reported with amendments H. R. 6256, consenting to a compact of Kans. and Okla. regarding Arkansas River Basin waters (H. Rept. 1592)(p. 10466).

26. RECLAMATION. House conferees were appointed on H. R. 5881, to provide for Federal cooperation in non-Federal reclamation projects, etc. (p. 10395). Senate conferees were appointed July 28.

Rep. Pfost spoke in favor of the Hells Canyon project (p. 10402).

Received from the Interior Department a report on the Ventura project, Calif. (H. Doc. 222); to Interior and Insular Affairs Committee (p. 10465).

The Interior and Insular Affairs Committee reported without amendment S. 180, to authorize the Washita River Basin project, Okla. (H. Rept. 1582)(p. 10466).

27. SURPLUS PROPERTY; CIVIL DEFENSE. Passed as reported H. R. 7227, to amend the Federal Property and Administrative Services Act of 1949 so as to authorize disposal of surplus property for civil defense purposes (pp. 10396-7).

28. PROPERTY; TAXATION. Passed without amendment H. R. 6182, to amend the Federal Property and Administrative Services Act so as to make temporary provision for payments in lieu of taxes with respect to certain real property transferred by RFC to other Government departments (pp. 10397-401).

29. FARM-CITY WEEK. Rep. Ashmore requested consideration of H. J. Res. 317, to provide for Farm-City Week, but Rep. King, Pa., objected (p. 10404).

30. PUBLIC LANDS; MINING. House and Senate conferees were appointed on H. R. 100, to permit the mining, development, and utilization of mineral resources of all public lands withdrawn or reserved for power development (pp. 10445, 10530).

31. REORGANIZATION; PAPERWORK. Rep. Holifield criticized the Hoover Commission procedure in connection with the study on paperwork (pp. 10457-9).

32. WILDLIFE CONSERVATION. The Merchant Marine and Fisheries Committee reported without amendment S. 756, to authorize the appropriation of accumulated receipts in the Federal-aid wildlife-restoration fund (H. Rept. 1756)(p. 10466).

33. LIBRARY SERVICES. The Education and Labor Committee reported without amendment H. R. 2840, to promote the further development of public library service in rural areas (H. Rept. 1587)(p. 10466).

#### ITEMS IN APPENDIX - July 29

34. SUGAR. Rep. Utt inserted the testimony of Oscar L. Chapman on the sugar bill (pp. A5612-14).

35. TOBACCO. Rep. Lankford inserted an editorial favoring purchase of Swiss products so as to enable the Swiss to purchase American tobacco (p. A5614).

36. PERSONNEL. Rep. Hoffman inserted a Saturday Evening Post article, "Loyalty Boards Can Err, but We Still Need Them"(p. A5622).

37. FARM PROGRAM. Sen. Humphrey inserted a Democratic Digest article charging "pledges and hedges" regarding the farm program by the administration (pp. A5624-5).



to be charged to the General Electric plant.

It is pointed out that police coverage was furnished. Who paid the cost? The long-suffering taxpayers of the city of Everett. It is interesting to note that at the time of the request for police protection no request was made for same by the Federal Government who are supposedly owners of the plant. Here we have a Government-owned plant which is operated by a private corporation for one purpose and one purpose only: that of making a profit for the stockholders of the company. While it is perfectly clear that this is a legitimate ambition and one to be encouraged under our free-enterprise system, it also seems to me that such a company which is privately operated should not be operated at the expense of the long-suffering local taxpayers of the city of Everett.

It is clearly not fair nor in keeping with the best tradition of the free-enterprise system to have property of this nature tax free while other similarly located plants pay their fair share of costs to the city from whence their necessary local services flow.

I ask the question: Why should the Army Air Force be the first of a number of Government agencies to refuse to pay taxes when in fact the Army Air Force does not run the factory but merely is the fee holder of ownership papers? It is perfectly clear that the General Electric Corp. runs and operates this factory, and it is equally clear that General Electric, along with the other industries of the city of Everett, should pay their fair share of the tax-poor city.

The city of Everett has a population of some 46,000 but an area of only 3.61 square miles, so you can readily see that available land is at a premium and that the city of Everett can ill afford to lose any valuation. Their assessed valuation, both real and personal, approximates some \$99 million. There are in the city of Everett 6 major industries, 5 of which pay taxes, and the sixth of which I speak does not, yet receives the same benefits and privileges as the other 5 major industries, including access to a highly skilled labor market.

I say to the members of this Committee that this situation in Everett cannot be permitted to go on year after year. It is clearly not fair that this transfer of property from one Government agency to another Government agency should change the tax rights. The first Government agency paid taxes to the city of Everett, why should the second Government agency, acting merely in its capacity as landlord, not pay. The inhabitants of the city of Everett, as a majority, are a working class ranging in salary from \$3,000 to about \$6,000 per year, with the average home being assessed in the neighborhood of \$5,000. The good people of Everett can no longer afford to carry the United States Government or the General Electric Co. on their back to the tune of a \$2 million valuation free ride.

It is to meet situations of that character that this proposed legislation was introduced.

Some 60 other properties, largely industrial in nature, in 20 States would also be affected by my bill, according to a list furnished by the Bureau of the Budget. I would like to point out that the payments assured by my bill will provide badly needed revenue for State and local governments and school districts in which those plants are located. In my home State of Massachusetts there are at least four such plants receiving services such as sewage disposal and water without reimbursing localities in like proportion to other similar plants. It has also been brought to my attention that school districts throughout the Nation have been educating children of parents employed in many of those federally owned plants also without paying for those services in like proportion to other school taxpayers.

The President has recognized the plight of local units of governments and their difficulty in obtaining adequate revenue to provide necessary local services, particularly in the light of heavy Federal taxation and extensive real property holdings by Federal agencies. In fact, on March 30, 1953, he requested the establishment of a commission to study and make recommendations with respect to the Federal Government programs as they affect States and their political subdivisions. This Commission, better known as the Commission on Intergovernmental Relations, after 2 years of study, has recently filed its comprehensive report. On the subject of payment in lieu of taxes the Commission said in part:

The Commission recommends that the National Government inaugurate a broad system of payments in lieu of property taxes to State and local governments. The most important class of properties on which such payments should be made is commercial or industrial properties. Special assessment payments and transitional payments in lieu of taxes should be made in certain cases.

The Commission believes that these payments are necessary to help preserve financially healthy local governments. Present tax immunities of Federal property have weakened many local governments. The States and the National Government share in the responsibility for avoiding actions which impair the financial ability of local governments. Equity as between Federal and local taxpayers requires the National Government to make appropriate payments. These should be based largely on the property tax system, which is the main source of local revenue.

I am happy that the Commission on Intergovernmental Relations endorses the objective of this bill. I am firmly of the opinion that the Federal Government does have an obligation and a positive duty to correct situations that arise through no fault of the local governments whose tax base is being whittled away through exemption rights possessed by the Federal Government.

I sincerely hope that favorable consideration by the Congress can be given this bill in order to alleviate the financial injustice to municipalities which exists under the present state of our law.

The bill was ordered to be engrossed and read a third time, was read the third time, and passed, and a motion to reconsider was laid on the table.

Mr. MEADER. Mr. Speaker, I ask unanimous consent that all Members may have 5 legislative days in which to extend their remarks on the bill H. R. 6182, immediately prior to the passage of that bill today.

The SPEAKER. Is there objection to the request of the gentleman from Michigan?

There was no objection.

#### POLIOMYELITIS VACCINATION PROGRAM

Mr. O'NEILL (at the request of Mr. SMITH of Virginia), from the Committee on Rules, reported the following privileged resolution (H. Res. 330, Rept. No. 1574), which was referred to the House Calendar and ordered to be printed:

*Resolved*, That upon the adoption of this resolution it shall be in order to move that the House resolve itself into the Committee of the Whole House on the State of the Union for the consideration of the bill (H. R. 7126) to provide grants to assist States to meet the cost of poliomyelitis vaccination programs, and for other purposes. After general debate, which shall be confined to the bill, and shall continue not to exceed 1 hour, to be equally divided and controlled by the chairman and ranking minority member of the Committee on Interstate and Foreign Commerce, the bill shall be read for amendment under the 5-minute rule. At the conclusion of the consideration of the bill for amendment, the Committee shall rise and report the bill to the House with such amendments as may have been adopted, and the previous question shall be considered as ordered on the bill and amendments thereto to final passage without intervening motion except one motion to recommit.

#### CONSIDERATION OF CONFERENCE REPORTS

Mr. McCORMACK. Mr. Speaker, I ask unanimous consent that during the remainder of the 1st session of the 84th Congress it shall be in order to consider conference reports at any time they are reported; notwithstanding the provisions of clause 2, rule XXVIII.

The SPEAKER. Is there objection to the request of the gentleman from Massachusetts?

There was no objection.

#### MEXICAN FARM LABOR—CONFERENCE REPORT

Mr. COOLEY. Mr. Speaker, I call up the conference report on the bill (H. R. 3822) to amend title V of the Agricultural Act of 1949, as amended, and I ask unanimous consent that the report be read rather than the statement.

The SPEAKER. Is there objection?

There was no objection.

The Clerk read the title of the bill.

The Clerk read the conference report.

(For conference report and statement, see proceedings of the House July 27, 1955.)

The SPEAKER. The question is on the conference report.

The conference report was agreed to; a motion to reconsider was laid on the table.



## MEAL AND FLOUR FOR RELIEF

Mr. COOLEY. Mr. Speaker, I call up the conference report on the bill (H. R. 2851) to authorize the Commodity Credit Corporation to process food commodities for donation under certain acts, and for other purposes, and I ask unanimous consent that the statement be read in lieu of the report.

The Clerk read the title of the bill.

The SPEAKER. Is there objection to the request of the gentleman from North Carolina?

There was no objection.

The Clerk read the statement.

(For conference report and statement, see proceedings of the House July 27, 1955.)

The SPEAKER. The question is on the conference report.

The conference report was agreed to; a motion to reconsider was laid on the table.

## HELLS CANYON

(Mrs. PFOST asked and was given permission to extend her remarks at this point in the RECORD and include an editorial.)

Mrs. PFOST. Mr. Speaker, the Hells Canyon fight is approaching a climax. Subcommittees of both the House and the Senate have held successful hearings and reported the Hells Canyon bill. Final oral arguments have been heard by the Federal Power Commission on the Idaho Power Co. application to squander the great Hells Canyon site by building one or more low, single-purpose power dams, and an FPC decision is expected in the near future.

Those of us who are fighting for full multiple-purpose development of a great natural resource that belongs to all of the people were heartened yesterday by the appearance in the New York Times of an editorial supporting the Federal Hells Canyon Dam. The endorsement of this important eastern newspaper is indicative of the vast significance of the Hells Canyon fight not only to the people of the West but to those to the East and South as well.

Under unanimous consent, I include the editorial in the CONGRESSIONAL RECORD as part of my remarks:

[From the New York Times of July 28, 1955]

## HELLS CANYON

Hells Canyon, in the remote fastnesses of the Snake River on the Oregon-Idaho border, is one of the finest unexploited power sites in the country. For at least 8 years the dispute has raged over the question of how the great hydroelectric potential there should be developed, whether by public or private enterprise. The solution cannot be put off much longer.

Senator MORSE and a large number of other Senators have been sponsoring a bill authorizing Federal construction of a 600-foot dam at Hells Canyon to produce over 900,000 kilowatts of power, as one more giant addition to the integrated system of Federal dams in the Columbia Basin. The Idaho Power Co., on the other hand, is proposing to build three smaller dams on the river, producing fewer kilowatts, as a strictly private operation. One thing is certain: one side or the other will have to give, because

the high Federal dam and the three small private dams are incompatible.

It seems to us that the Federal proposal for a high dam at Hells Canyon would provide for realization of the full potentialities of this enormously valuable water resource, while the company's proposal for a series of low dams—only one of which would be authorized at the present time—would lead to a piecemeal development of the river and probably prevent its full utilization.

This is a natural resource that belongs to all the people. It seems clear that the maximum benefit from the resource in this case, in respect to power, irrigation, navigation, and the other facets of an integrated river program, can only be obtained by large-scale Federal investment.

## ORRIN J. BISHOP—CONFERENCE REPORT

Mr. LANE submitted the following conference report and statement on the bill (H. R. 4249) for the relief of Orrin J. Bishop:

## CONFERENCE REPORT (H. REPT. No. 1569)

The committee of conference on the disagreeing votes of the two Houses on the amendments of the Senate to the bill (H. R. 4249) for the relief of Orrin J. Bishop, having met, after full and free conference, have agreed to recommend and do recommend to their respective Houses as follows:

That the House recede from its disagreement to the amendment of the Senate and agree to the same.

THOMAS J. LANE,  
E. L. FORRESTER,  
WILLIAM E. MILLER,  
*Managers on the Part of the House.*  
HARLEY M. KILGORE,  
PRICE DANIEL,  
HERMAN WELKER,  
JOHN M. BUTLER,  
*Managers on the Part of the Senate.*

## STATEMENT

The managers on the part of the House at the conference on the disagreeing votes of the two Houses on the amendment of the Senate to the bill (H. R. 4249) for the relief of Orrin J. Bishop submit the following statement in explanation of the effect of the action agreed upon by the conferees and recommended in the accompanying conference report:

The bill as passed by the House would permit the payment of attorney fees not in excess of 10 percent. The Senate amended the bill by striking out this provision and stated that no part of the appropriation in this act shall be paid to any attorney or agent. At the conference the House conferees agreed to the Senate amendment.

THOMAS J. LANE,  
E. L. FORRESTER,  
WILLIAM E. MILLER,  
*Managers on the Part of the House.*

## SPECIAL ORDERS GRANTED

Mr. HOLIFIELD asked and was given permission to address the House for 15 minutes today, following the legislative business and any special orders heretofore entered, and to revise and extend those remarks.

Mr. O'HARA of Illinois asked and was given permission to address the House for 30 minutes today, following the legislative business and any special orders heretofore entered, and to revise and extend those remarks.

## COL. MCFARLAND COCKRILL

Mr. LANE. Mr. Speaker, I ask unanimous consent to take from the Speaker's table the bill (H. R. 2747) for the relief of Col. McFarland Cockrill, with Senate amendments thereto, and concur in the Senate amendments.

The Clerk read the title of the bill.

The Clerk read the Senate amendments as follows:

Page 1, line 3, after "That" insert " , except as hereinafter provided."

Page 1, line 10, strike out all after "inclusive" over to and including line 4 on page 2 and insert " : Provided, however, That any sums heretofore withheld from the retired pay of Colonel Cockrill shall be retained by the United States."

The SPEAKER. Is there objection to the request of the gentleman from Massachusetts?

There was no objection.

The Senate amendments were concurred in; a motion to reconsider was laid on the table.

## PRISCILLA LOUISE DAVIS

Mr. LANE. Mr. Speaker, I ask unanimous consent to take from the Speaker's table the bill (H. R. 1751) for the relief of Priscilla Louise Davis, with Senate amendments thereto, and concur in the Senate amendments.

The Clerk read the title of the bill.

The Clerk read the Senate amendments, as follows:

Page 1, line 10, strike out "1943" and insert "1942."

Page 2, lines 5 and 6, strike out "in excess of 10 percent thereof."

The SPEAKER. Is there objection to the request of the gentleman from Massachusetts?

There was no objection.

The Senate amendments were concurred in; a motion to reconsider was laid on the table.

## SPECIAL ORDER GRANTED

Mrs. ROGERS of Massachusetts asked and was given permission to address the House for 5 minutes today, following the legislative program of the day and any special orders heretofore entered.

(Mr. BROWNSON asked and was given permission to extend his remarks at this point in the RECORD.)

[Mr. BROWNSON'S remarks will appear hereafter in the Appendix.]

## CONTINUE EFFECTIVENESS OF ACT OF JULY 17, 1953, PROVIDING CERTAIN CONSTRUCTION AND OTHER AUTHORITY

Mr. DURHAM. Mr. Speaker, I ask unanimous consent for the immediate consideration of the bill (S. 1138) to continue the effectiveness of the act of July 17, 1953 (67 Stat. 177), as amended, providing certain construction and other authority.

The Clerk read the title of the bill.







Public Law 319 - 84th Congress  
Chapter 679 - 1st Session  
H. R. 3822

AN ACT

All 69 Stat. 615.

To amend title V of the Agricultural Act of 1949, as amended.

*Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,* That section 509 of the Agricultural Act of 1949, as amended, is amended by striking out "December 31, 1955" and inserting "June 30, 1959".

SEC. 2. Subsection 3 of section 502 of such Act, as amended, is amended by inserting before the period at the end thereof the following: "": *Provided, however,* That if the employer can establish to the satisfaction of the Secretary of Labor that the employer has provided or paid to the worker the cost of return transportation and subsistence from the place of employment to the appropriate reception center, the Secretary under such regulations as he may prescribe may relieve the employer of his obligation to the United States under this subsection."

Mexican labor.  
Extension, etc.  
67 Stat. 500.  
7 USC 1461  
note.  
65 Stat. 119.  
7 USC 1462.

SEC. 3. Section 503 of such Act, as amended, is amended by adding at the end thereof the following:

7 USC 1463.

"In carrying out the provisions of (1) and (2) of this section, provision shall be made for consultation with agricultural employers and workers for the purpose of obtaining facts relevant to the supply of domestic farm workers and the wages paid such workers engaged in similar employment. Information with respect to certifications under (1) and (2) shall be posted in the appropriate local public employment offices and such other public places as the Secretary may require."

Approved August 9, 1955.

